

WYOMING WILDERNESS ACT OF 1982

HEARINGS
BEFORE THE
SUBCOMMITTEE ON
PUBLIC LANDS AND RESERVED WATER
OF THE
COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE
NINETY-SEVENTH CONGRESS
SECOND SESSION
ON
S. 2118

A BILL TO DESIGNATE CERTAIN NATIONAL FOREST SYSTEM LANDS IN THE STATE OF WYOMING FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM, TO RELEASE OTHER FOREST LANDS FOR MULTIPLE USE MANAGEMENT, TO WITHDRAW DESIGNATED WILDERNESS AREAS IN WYOMING FROM MINERALS ACTIVITY, AND FOR OTHER PURPOSES

CASPER, WYO., APRIL 30, 1982
WASHINGTON, D.C., AUGUST 18, 1982

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WYOMING WILDERNESS ACT OF 1982

FRIDAY, APRIL 30, 1982

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Casper, Wyo.

The subcommittee met, pursuant to notice, at 7:06 a.m., in Durham Hall, Casper College, Casper, Wyo., Hon. Malcolm Wallop, presiding.
Present: Senator Wallop and Congressman Cheney.

Also present: Ton Bevinetto professional staff member, and Thomas B. Williams, professional staff member for the minority.

OPENING STATEMENT OF HON. MALCOLM WALLOP, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator WALLOP. We will start. And those of you who are like Tony or others who have things to tack up or display that you want to organize, just feel free to go on doing that. We have a rather long witness list to get through today, and I think it's in the interest that we get going early.

On behalf of Senator Simpson, who sends his apologies and a statement which I will read in a moment—he is taking care of the nuclear waste disposal bill on the floor of the Senate. It's a matter of his subcommittee's chairmanship, and he felt obligated to continue to deal with that legislation today. So, he asked that his apologies be delivered, and his hope is that you would accept them.

On behalf of Al and Dick, I just would like to welcome everybody here to the hearing this morning. I know that many of you have traveled a long way and some are probably still traveling to get here. And we appreciate your interest in an important and difficult subject.

I will put the entirety of my statement in the record, hoping to set a pattern for the day, because we have some 107 witnesses whom we have to go through, and the hearing is scheduled to end at four. I do have to bring the staff on over to Riverton and get set up for a workshop which is scheduled for over there tomorrow. And, so, we will have to stick fairly closely to that timeframe, unfortunately.

But we have three points, I guess, that we would like to make about this. One is that we want to resolve by introducing this legislation, the wilderness issue in Wyoming and get on with the management of the public lands in this State, both as wilderness and as multiple-use lands, and to end the era of uncertainty which surrounds so many, many acres of forest lands in the State.

I believe that it has been our position from the beginning that it was necessary to have a vehicle to begin this dialog. There is nothing

engraved in marble or cast in concrete about the positions we have taken.. We feel very strongly, I think, about the principles of release and the principle of withdrawal. We have taken a rather bold and far-reaching step, in my opinion, in the withdrawal language and, indeed, as a delegation led the Nation in that issue. And we are not flexible as to withdrawal, and ultimately we are not flexible on boundaries and flexible on the details of release.

The idea here is simply that we find out from the people of Wyoming, we hope in a meaningful dialog and not just numbers of people routinely coming through and expressing support or opposition. We had hoped that these hearings and the workshop tomorrow would permit us to engage in a dialog with people who have expert experience in these areas and who have strong feelings from that personal experience. And I think it's important to us to be able to do that.

I want to suggest as we go along and I will suggest again later that if by any chance somebody has articulated aloud the point which you may wish to make and you are a later witness, in the interest of time to provide us the time for that dialog, you might want to just submit your written testimony and give us the opportunity to expand a little bit on some of the other points that are going in. All the statements will be included in the record in their entirety, all written statements.

We will have to ask witnesses, unfortunately because of the time, to summarize their statements to something less than 5 minutes. There are 107 people and 7 hours of scheduled hearing time which we can and will try to extend a little when we have to go to Riverton.

So, do, please, try to be brief. Do, please, try to understand that if somebody has already said what you are going to say, that your reiteration of that in the record will be complete in whatever written statement that you may wish to have. I am not trying to tell anybody not to come up here and testify, but only that we try to get as much meaningful dialog out of this hearing as possible.

I will put my entire statement in the record and the text of S. 2118.

[The prepared statement of Senator Wallop and the text of S. 2118 follows:]

senator
Malcolm Wallop
wyoming

news
news
news

Contact: Karen Delke (202)224-0803

OPENING STATEMENT
BY SENATOR MALCOLM WALLOP
ON S. 2118, WYOMING WILDERNESS ACT OF 1982
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
CASPER, WYOMING
APRIL 30, 1982

On behalf of Senator Simpson, Congressman Cheney, and myself I would like to welcome all of you here today to this hearing before the Subcommittee on Public Lands and Reserved Water on S. 2118, the Wyoming Wilderness Act of 1982. I know many of you have traveled a long way either to testify or observe these proceedings. I appreciate your interest in this important and difficult subject and look forward to hearing your testimony.

As I think everyone here is aware, Senator Simpson and I introduced S. 2118 in the United States Senate on February 23 of this year, and Congressman Cheney has introduced the same measure as H.R. 5625 in the House of Representatives. Both bills have been referred to their respective committees, and this is the first Senate hearing on S. 2118.

I might add that because we recognize that this legislation has generated considerable interest around the State, the Wyoming congressional delegation decided that we should hold more than one public forum to discuss this proposal. Therefore tomorrow we will hold a similar but unofficial "delegation workshop" which I will chair in Riverton. I hope that the combination of these two events will give everyone who wants it a chance to comment on the bill or at least submit testimony so that there can be a good cross-sampling of public reaction to our proposals. I might add that I do intend to hold another Senate hearing in Washington, D.C. on this bill, so there is plenty of opportunity for everyone to have a say before the bill moves.

I would like to take just a few minutes to briefly outline this legislation, and to address a few key points. The purpose of this legislation is to address two major areas of controversy regarding the management of Wyoming's 9.2 million acres of national forest system land: first, the issue of oil and gas leasing in wilderness, and secondly, RARE II. In a nutshell our bill seeks to:

-- resolve the controversy over possible oil and gas development in wilderness by withdrawing all new and existing national forest wilderness areas in Wyoming from operation of the mineral leasing laws, thereby barring oil and gas exploratory drilling, leasing, and development in wilderness in Wyoming.

-- reiterates the existing mandate in the 1964 Wilderness Act that the federal government should inventory wilderness areas for their energy potential, which USGS and the Bureau of Mines have been doing for years.

-- sets up a procedure for allowing the President and Congress to open a wilderness area for energy development in case of national emergency.

-- resolves once and for all the U.S. Forest Service's still pending second roadless area review and evaluation in Wyoming, RARE II. The bill would lay to rest RARE II in Wyoming by designating some 480,000 acres of new wilderness and releasing some 3.6 million acres of other forest lands for nonwilderness management. Specifically, the bill adds 4 areas to Wyoming's existing wilderness system by creating a new Gros Ventre Wilderness Area, upgrading the Popo Agie and Cloud Peak Primitive Areas to wilderness status, and enlarging the Washakie Wilderness through the addition of part of the DuNoir area near Dubois.

-- contains "release" language which releases all remaining RARE II lands not designated as wilderness for normal forest management, freeing them from the possibility of a RARE II lawsuit, further wilderness study by the Forest Service until the year 2000, or any chance of a RARE III.

Since all of you were forced to crawl out of bed at such a painful hour to be here, I will not try to put you back to sleep by talking much longer about our bill and its background. Senator Simpson and I did speak at some length about the history of RARE II, the provisions of the bill, the need for good release language, our opposition to oil and gas development in wilderness, and each of the proposed wilderness areas when we introduced S. 2118 in Congress. Copies of those introductory remarks plus a reprint of the bill are available on the table here for anyone who is interested in further discussion. However, I would like to address a few points which I think deserve special attention, and then I will stop talking.

First, I want to just reiterate my pleasure that our proposal would permanently resolve the important issue of oil and gas development in wilderness. As everyone who doesn't live in a cave knows by now, this issue ballooned into prominence in the last year or so, and much of the statewide and national attention has focused on our own beloved Washakie Wilderness area on the Shoshone National Forest. To say the least, the Forest Service created quite a stir when it recommended allowing some leasing in that wilderness area, although I understand that it has now decided not to rule on allowing leasing until Congress either acts on this legislation or adjourns. Public reaction to the

possibility of leasing the Washakie has been strong and overwhelmingly opposed. All of us in the delegation have received hundreds of letters opposing leasing, and the Forest Service tells me it has received thousands. People in Wyoming are proud of their existing wilderness areas and they do not want them damaged by oil rigs and pipelines and roads. They want them preserved for their majestic scenery, clean air and water, incomparable wildlife, and unmatched opportunities for recreation and solitude. Our wilderness areas represent much of what is finest about Wyoming, and the reason so many of us choose to live here.

My stance on this issue has been plain and unequivocal since before the issue became prominent last summer. I am opposed to mineral leasing or development in wilderness. I've been working with Al and Dick to try to convince this administration and others that mineral development in wilderness is unwise and unnecessary, and I think we have definitely made some heartening progress. As I have said many times, I think it is vital that Congress make some decisions on this subject soon.

On a second topic, I have heard a few whispered comments that the bill's release language might be less than perfect. I understand that there is some concern that our bill somehow mandates that areas released for nonwilderness management will have to be clear-cut and mined for every last ounce of resource value present. I fully expect to hear some testimony on this today and look forward to constructive discussion. However, let me assure everyone here that it is not, and I repeat not, the intent of the delegation to mandate full-scale development on every acre of land, or indeed on any piece, not designated wilderness. That notion is preposterous by my mind. If multiple use meant every acre must be developed fully, we wouldn't be discussing wilderness today because it all would have been developed under past multiple use management. The intent of our bill is to release lands which Congress has decided will not be designated wilderness, and turn them back to the Forest Service to manage under its broad array of management tools which range from roadless management to full development. The Forest Service would continue to have the management flexibility it has now to manage them primarily for wildlife or scenic values, to manage them essentially in a roadless condition, or to permit more uses. This is the delegation's clear intent, and if the bill language needs to be changed to accomplish this it can be.

One last item which I would only mention is an idea which I have liked for some time and really began looking at 5 1/2 years ago when I first came to the Senate. This is the idea of a new kind of forest management category, which has gone under various titles, such as backcountry or national conservation areas. Basically this would be a new category of mid-level protection which would be managed somewhere between wilderness protection on one hand and normal forest management on the other. Another and perhaps more realistic way to achieve the same end might be legislatively mandating certain management practices for specific areas. When I talked about a backcountry designation 5 years ago there didn't appear to be much interest in it. However, I under-

stand that some people testifying today may be speaking about this concept and I will particularly be interested in hearing their ideas.

Finally, I will reiterate what all of us in the delegation have said many times about our bill. We spent a good deal of time developing it and we are proud of this bill. We think it is a good, fair proposal. However, we have all said that it is not cast in concrete. While we all feel strongly about the necessity of good, statutory release language and good provisions to withdraw wilderness areas from mineral development, we do want to hear constructive suggestions about the bill and particularly about the proposed wilderness designations. Let me repeat that we are particularly interested in hearing your suggestions on our wilderness proposals and boundaries.

I would like to ask everyone, in the interest of the long list of witnesses, to summarize his or her statement to five minutes or less. All written statements submitted here or at the workshop in Riverton tomorrow will be included in full in the hearing record, which will remain open for 2 weeks and which will be printed and available to the public. Anyone wishing to submit a statement for the record should send it to either my Casper office or to the Public Lands and Reserved Water Subcommittee, U.S. Senate, attention Tony Bevinetto.

With that, I would like to welcome my good colleagues Senator Simpson and Congressman Cheney to this proceeding and ask if they want to say anything before we turn to the witness list.

97TH CONGRESS
2D SESSION

S. 2118

To designate certain national forest system lands in the State of Wyoming for inclusion in the National Wilderness Preservation System, to release other forest lands for multiple use management, to withdraw designated wilderness areas in Wyoming from minerals activity, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 23 (legislative day, FEBRUARY 22), 1982

Mr. WALLOP (for himself and Mr. SIMPSON) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

A BILL

To designate certain national forest system lands in the State of Wyoming for inclusion in the National Wilderness Preservation System, to release other forest lands for multiple use management, to withdraw designated wilderness areas in Wyoming from minerals activity, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3

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1 TITLE I—SHORT TITLE, FINDINGS AND

2 PURPOSES

3 SHORT TITLE

- 4 SEC. 101. This Act may be cited as the "Wyoming Wil-
5 derness Act of 1982".

6 DECLARATION OF FINDINGS AND PURPOSES

- 7 SEC. 102. (a) The Congress finds that—

- 8 (1) certain areas of undeveloped national forest
9 lands in the State of Wyoming possess outstanding
10 natural characteristics giving them high values as wil-
11 derness and will, if properly preserved, contribute as
12 an enduring resource of wilderness for the benefit of
13 the American people;

1 (2) review and evaluation of roadless and undevel-
2 oped lands in the national forest system of Wyoming
3 have identified those areas which, on the basis of their
4 landform, ecosystem, associated wildlife, and location,
5 will help to fulfill the national forest system's share of
6 a quality National Wilderness Preservation System;
7 and

8 (3) review and evaluation of roadless and undevel-
9 oped lands in the national forest system in Wyoming
10 have also identified those areas which should be availa-
11 ble for multiple uses other than wilderness.

12 (b) The purposes of this Act are to—

13 (1) designate certain national forest system lands
14 in Wyoming for inclusion in the National Wilderness
15 Preservation System in order to preserve the wilder-
16 ness character of the land and to protect watersheds
17 and wildlife habitat, preserve scenic and historic re-
18 sources, and promote scientific research, primitive rec-
19 reation, solitude, physical and mental challenge, and
20 inspiration for the benefit of all of the American
21 people;

22 (2) withdraw National Wilderness Preservation
23 System lands in the State of Wyoming, including those
24 so designated by this Act, from operation of the gener-
25 al mining and mineral leasing laws in order to protect

1 the physical characteristics and wilderness values
2 which motivated the Congress to include these lands
3 within the System;

4 (3) require appropriate inventory to assess and
5 document the minerals potential of National Wilderness
6 Preservation System lands in the State of Wyoming in
7 order to enhance the data base; and

8 (4) insure that certain other national forest system
9 lands in the State of Wyoming be made promptly
10 available for nonwilderness uses, including, but not lim-
11 ited to, campground and other recreation site develop-
12 ment, timber harvesting, intensive range management,
13 watershed and vegetation manipulation, oil and gas ex-
14 ploration and leasing, and minerals location and devel-
15 opment.

16 TITLE II—ADDITIONS TO NATIONAL
17 WILDERNESS PRESERVATION SYSTEM

18 DESIGNATION OF THE CLOUD PEAK, POPO AGIE, AND
19 GROS VENTRE WILDERNESS AREAS, AND THE DUNOIR
20 ADDITION TO THE WASHAKIE WILDERNESS AREA

21 SEC. 201. In furtherance of the purposes of the Wilder-
22 ness Act (78 Stat. 890), the following national forest system
23 lands in the State of Wyoming, comprising approximately
24 four hundred and seventy-nine thousand three hundred and
25 fifty acres and generally depicted on maps appropriately ref-

1 erenced, are hereby designated as wilderness, and, therefore,
2 as components of the National Wilderness Preservation
3 System:

4 (1) Certain lands in the Bighorn National Forest,
5 which comprise approximately one hundred and fifty-
6 seven thousand nine hundred acres, as generally de-
7 picted on a map entitled, "Cloud Peak Wilderness
8 Area Proposal", numbered W-one and dated February
9 22, 1982, and which shall be known as the Cloud
10 Peak Wilderness. The previous classification of the
11 Cloud Peak Primitive Area is hereby abolished.

12 (2) Certain lands in the Shoshone National Forest,
13 which comprise approximately eighty-one thousand
14 eight hundred acres, as generally depicted on a map
15 entitled, "Popo Angie Wilderness Area Proposal",
16 numbered W-two and dated February 22, 1982, and
17 which shall be known as the Popo Agie Wilderness.
18 The previous classification of Popo Agie Primitive
19 Area is hereby abolished.

20 (3) Certain lands in the Bridger-Teton National
21 Forest, which comprise approximately two hundred
22 and twenty-eight thousand five hundred and fifty acres,
23 as generally depicted on a map entitled, "Gros Ventre
24 Wilderness Area Proposal", numbered W-three and

1 dated February 22, 1982, and which shall be known as
2 the Gros Ventre Wilderness.

3 (4)(A) Certain lands in the Shoshone National
4 Forest, which comprise approximately eleven thousand
5 and one hundred acres, as generally depicted on a map
6 entitled, "DuNoir Addition to the Washakie Wilder-
7 ness Area Proposal", numbered W-four and dated Feb-
8 ruary 22, 1982, and which shall become a part of the
9 Washakie Wilderness as designated by Public Law 92-
10 476 (86 Stat. 792).

11 (B) Within the area depicted as the special man-
12 agement unit on the map entitled, "Washakie Wilder-
13 ness—Proposed", dated June 15, 1967, revised Sep-
14 tember 12, 1970, which is on file and available for
15 public inspection in the Office of the Chief, Forest
16 Service, Department of Agriculture, any roads that
17 may be constructed for the purpose of timber harvest-
18 ing or other authorized uses shall be used only for
19 those uses and related administration and shall not be
20 available for general public travel. The determination
21 of authorized use shall consider the needs of the resi-
22 dent and migrating elk herds and other wildlife.

23 (C) Section 5 of Public Law 92-476 (86 Stat.
24 792) is hereby repealed.

1 DOCUMENTATION OF WILDERNESS BOUNDARIES

2 SEC. 202. As soon as practicable after the enactment of
3 this Act, a map and a legal description of each wilderness
4 area designated under section 201 shall be filed with the
5 Committee on Energy and Natural Resources of the United
6 States Senate and the Committee on Interior and Insular
7 Affairs of the House of Representatives, and each such map
8 and description shall have the same force and effect as if
9 included in this Act, except that correction of clerical and
10 typographical errors in each such legal description and map
11 may be made. Each such map and legal description shall be
12 on file and available for public inspection in the Office of the
13 Chief of the Forest Service, Department of Agriculture.

14 APPLICATION OF THE WILDERNESS ACT OF 1964

15 SEC. 203. Subject to valid existing rights, each wilder-
16 ness area designated by this Act shall be administered by the
17 Secretary in accordance with the provisions of this Act and
18 the Wilderness Act, except that any reference in the provi-
19 sions of the Wilderness Act to the effective date of the Wil-
20 derness Act shall be deemed to be a reference to the effective
21 date of this Act.

1 TITLE III—RELEASE OF LANDS FOR MULTIPLE
2 USE MANAGEMENT

3 ADMINISTRATIVE AND CONGRESSIONAL REVIEW OF
4 ROADLESS AREAS

5 SEC. 301. The Congress finds that—

6 (1) the Department of Agriculture has completed
7 the second roadless area review and evaluation pro-
8 gram (RARE II); and

9 (2) the Congress has made its own review and ex-
10 amination of national forest roadless areas in Wyoming
11 and the environmental impacts associated with alterna-
12 tive allocations of such areas.

13 RELEASE OF LANDS NOT DESIGNATED AS WILDERNESS

14 SEC. 302. (a) The Congress hereby determines and di-
15 rects that, without passing on the question of the legal and
16 factual sufficiency of the RARE II final environmental
17 impact statement (dated January 1979) with respect to na-
18 tional forest lands in States other than Wyoming, such state-
19 ment shall not be subject to judicial review with respect to
20 national forest system lands in the State of Wyoming.

21 (b) national forest system lands in the State of Wyo-
22 ming—

23 (1) not identified by section 201 as additions to
24 the National Wilderness Preservation System, or

1 (2) not heretofore designated by Act of Congress
2 as additions to the National Wilderness Preservation
3 System, shall be managed for multiple uses other than
4 wilderness, until and unless otherwise directed by an
5 Act of Congress. Such lands shall be managed in ac-
6 cordance with provisions of law generally applicable to
7 units of the national forest system except that they
8 shall be deemed, for purposes of all current and future
9 land management plans which are approved before De-
10 cember 31, 2000, and which are required for such
11 lands by the Forest and Rangeland Renewable Re-
12 sources Planning Act of 1974, as amended by the Na-
13 tional Forest Management Act of 1976, to have been
14 given adequate consideration as to the suitability of
15 such lands for inclusion in the National Wilderness
16 Preservation System.

17 (c) Unless expressly authorized by Congress, the De-
18 partment of Agriculture shall not conduct any further
19 statewide roadless area review and evaluation of national
20 forest system lands in the State of Wyoming for the purpose
21 of determining their suitability for inclusion in the National
22 Wilderness Preservation System.

23 (d) The classification of the Glacier Primitive Area in
24 Wyoming, comprised of approximately six thousand four hun-
25 dred and ninety seven acres, is hereby abolished.

1 TITLE IV—WITHDRAWAL OF DESIGNATED WIL-
2 DERNESS AREAS FROM OPERATION OF THE
3 MINING AND MINERAL LEASING LAWS

4 WITHDRAWAL OF DESIGNATED WILDERNESS AREAS FROM
5 MINING AND MINERALS ACTIVITY

6 SEC. 401. Notwithstanding any other provision of law,
7 and subject to valid existing rights, lands within the national
8 forest system in Wyoming which have previously been desig-
9 nated by Act of Congress for inclusion in the National Wil-
10 derness Preservation System, and lands which are so desig-
11 nated by this Act, are hereby withdrawn from all forms of
12 appropriation under the mining laws and from disposition
13 under all laws pertaining to mineral and geothermal leasing
14 and all amendments thereto. In the case of the lands referred
15 to in the preceding sentence, for purposes of applying the
16 provisions of section 4(d)(3) of the Wilderness Act, the date
17 of enactment of this Act shall be substituted for the Decem-
18 ber 31, 1983, and the January 1, 1984, dates referred to in
19 such provisions.

20 TITLE V—ASSESSMENT OF MINERALS,
21 PROHIBITION ON DRILLING

22 SEC. 501. (a) Subject to subsection 501(b) of this Act,
23 and in furtherance of section 4(d)(2) of the Wilderness Act
24 and the policies of the National Materials and Minerals
25 Policy, Research and Development Act (95 Stat. 2305), the

1 Secretary of the Interior shall continue to assess the minerals
2 potential of National Wilderness Preservation System lands
3 within the State of Wyoming in order to expand the data
4 base with respect to the minerals potential of such lands.

5 (b) Notwithstanding any other provision of law, explora-
6 tory drilling for the purpose of assessing oil and gas potential
7 within the boundaries of any congressionally designated unit
8 of the National Wilderness Preservation System in the State
9 of Wyoming is hereby prohibited.

10 (c) The Secretary of the Interior shall consult with the
11 Secretary of Agriculture to determine such reasonable re-
12 quirements as may be necessary to protect the resources of
13 such areas, including fish and wildlife, during the course of
14 the minerals assessments.

15 (d) Activities authorized by this section on National Wil-
16 derness Preservation System lands within the State of Wyo-
17 ming shall be carried out in an environmentally sound
18 manner—

19 (1) which does not result in lasting environmental
20 impacts which appreciably alter the natural character
21 or biological or ecological systems, and

22 (2) which are compatible with the purposes for
23 which such units are established.

24 (e) The Secretary of the Interior shall make available to
25 the President and the Congress all pertinent information re-

1 lating to minerals potential on National Wilderness Preserva-
2 tion System lands within the State of Wyoming.

3 RECOMMENDATIONS TO CONGRESS BY THE PRESIDENT

4 SEC. 502. (a) At any time after the date of enactment of
5 this Act, the President may transmit to the Congress a rec-
6 ommendation that minerals exploration, development, or ex-
7 traction not permitted under the Wilderness Act and this Act
8 shall be permitted in a specified area or areas within any
9 Wyoming unit of the National Wilderness Preservation
10 System. Notice of such transmittal shall be published in the
11 Federal Register and shall be conveyed to the Governor of
12 Wyoming.

13 (b) A recommendation may be transmitted to the Con-
14 gress under subsection (a) if the President finds that, based
15 on available information—

16 (1) there is an urgent national need for the miner-
17 als activity; and

18 (2) such national need outweighs the other public
19 values of the wilderness lands involved and the poten-
20 tial adverse environmental impacts which are likely to
21 result from the activity.

22 (c) Together with a recommendation, the President shall
23 submit to the Congress—

1 (1) a report setting forth in detail the relevant fac-
2 tual background and the reasons for his findings and
3 recommendations;

4 (2) a statement of the conditions and stipulations
5 which would govern the recommended activity; and

6 (3) in any case in which an environmental impact
7 statement is required under the National Environmen-
8 tal Policy Act of 1969, a statement which complies
9 with the requirements of section 102(2)(C) of that Act.
10 In the case of any recommendation for which an envi-
11 ronmental impact statement is not required under sec-
12 tion 102(2)(C) of such Act, the President may, if he
13 deems it desirable, include such a statement in his
14 transmittal to Congress.

15 (d) Any recommendation under this section shall take
16 effect only upon enactment of a joint resolution approving
17 such recommendation within the first period of one hundred
18 and twenty calendar days of continuous session of Congress
19 beginning on the date after the date of receipt by the Senate
20 and House of Representatives of such recommendation. Any
21 recommendation of the President submitted to the Congress
22 under subsection (a) shall be considered received by both
23 Houses for purposes of this section on the first day on which
24 both are in session occurring after such recommendation is
25 submitted.

1 (e) For purposes of this section—

2 (1) continuity of session of Congress is broken
3 only by an adjournment sine die; and

4 (2) the days on which either House is not in ses-
5 sion because of an adjournment of more than three
6 days to a day certain are excluded in the computation
7 of the one-hundred-and-twenty-day calendar period.

8 (f)(1) This subsection is enacted by Congress—

9 (A) as an exercise of the rulemaking power of
10 each House of Congress, respectively, and as such it is
11 deemed a part of the rules of each House, respectively,
12 but applicable only with respect to the procedure to be
13 followed in the House in the case of resolutions de-
14 scribed by paragraph (2) of this subsection; and it su-
15 persedes other rules only to the extent that it is incon-
16 sistent therewith; and

17 (B) with full recognition of the constitutional right
18 of either House to change the rules (so far as those
19 relate to the procedure of that House) at any time, in
20 the same manner and to the same extent as in the case
21 of any other rule of such House.

22 (2) For purposes of this section, the term “resolution”
23 means a joint resolution, the matter after the resolving clause
24 of which is as follows: “That the House of Representatives
25 and the Senate approve the recommendation submitted by

1 the President for _____ within _____ submitted
2 to the Congress on _____, 19—"; the first blank space
3 therein to be filled in with the mineral exploration, develop-
4 ment, or extraction recommended, the second blank space
5 therein to be filled in with the name of the area or areas
6 concerned within any Wyoming unit of the National Wilder-
7 ness Preservation System, and the third and fourth blank
8 spaces therein to be filled with the date on which the Presi-
9 dent submits the application to the House of Representatives
10 and the Senate.

11 (3) A resolution once introduced with respect to such
12 application shall be referred to one or more committees (and
13 all resolutions with respect to the same application shall be
14 referred to the same committee or committees) by the Presi-
15 dent of the Senate or the Speaker of the House of Repre-
16 sentatives, as the case may be.

17 (4)(A) If any committee to which a resolution with re-
18 spect to an application has been referred has not reported it
19 at the end of sixty calendar days after its referral, it shall be
20 in order to move either to discharge such committee from
21 further consideration of such resolution or to discharge such
22 committee from further consideration of any other resolution
23 with respect to such application which has been referred to
24 such committee.

1 (B) A motion to discharge may be made only by an indi-
2 vidual favoring the resolution, shall be highly privileged
3 (except that it may not be made after the committee has re-
4 ported a resolution with respect to the same application) and
5 debate thereon shall be limited to not more than one hour, to
6 be divided equally between those favoring and those opposing
7 the resolution. An amendment to the motion shall not be in
8 order, and it shall not be in order to move to reconsider the
9 vote by which the motion was agreed to or disagreed to.

10 (C) If the motion to discharge is agreed to or disagreed
11 to, the motion may not be made with respect to any other
12 resolution with respect to the same application.

13 (5)(A) When any committee has reported, or has been
14 discharged from further consideration of, the resolution, but
15 in no case earlier than sixty days after the date of transmittal
16 by the President of the application to the Congress, it shall
17 be at any time thereafter in order (even though a previous
18 motion to the same effect has been disagreed to) to move to
19 proceed to the consideration of the resolution. The motion
20 shall be highly privileged and shall not be debatable. An
21 amendment to the motion shall not be in order, and it shall
22 not be in order to move to reconsider the vote by which the
23 motion was agreed to or disagreed to.

24 (B) Debate on the resolution shall be limited to not more
25 than four hours. This time shall be divided equally between

1 those favoring and those opposing such resolution. A motion
2 further to limit debate shall not be debatable. An amendment
3 to, or motion to recommit, the resolution, shall not be in
4 order, and it shall not be in order to move to reconsider the
5 vote by which such resolution was agreed to or disagreed to,
6 or, thereafter, within such one-hundred-and-twenty-day
7 period, to consider any other resolution respecting the same
8 application.

9 (6)(A) Motions to postpone, made with respect to the
10 discharge from committee, or the consideration of a resolu-
11 tion and motions to proceed to the consideration of other
12 business, shall be decided without debate.

13 (B) Appeals from the decision of the Chair relating to
14 the application of the rules to the procedures of the Senate or
15 the House of Representatives relating to a resolution shall be
16 decided without debate.

17 (7) If one House of the Congress (hereinafter referred to
18 as the first House) receives from the other House a resolution
19 under this section, then the following procedure applies:

20 (A) The resolution of the other House shall not be re-
21 ferred to a committee in the first House.

22 (B) The procedure with respect to the resolution of the
23 first House or other resolutions of such House shall be the
24 same as if no resolution from the other House had been re-
25 ceived, but on any vote on final passage of a resolution of the

1 first House, where the text of the resolution from the other
2 House is identical, the resolution of the other House shall be
3 automatically substituted for the resolution of the first House.

4 TITLE VI—MISCELLANEOUS PROVISIONS

5 GRAZING IN WILDERNESS AREAS

6 SEC. 601. The Secretary of Agriculture is directed to
7 review all policies, practices, and regulations of the Depart-
8 ment of Agriculture regarding livestock grazing in national
9 forest wilderness areas in the State of Wyoming in order to
10 ensure that such policies, practices, and regulations fully con-
11 form with and implement the intent of Congress regarding
12 grazing in such areas, as such intent is expressed in the Wil-
13 derness Act and in this Act.

14 STATE WATER ALLOCATION AUTHORITY

15 SEC. 602. (a) As provided in section 4(d)(7) of the Wil-
16 derness Act, nothing in this Act shall constitute an express or
17 implied claim or denial on the part of the Federal Govern-
18 ment as to exemption from Wyoming water laws.

19 (b) As provided in section 4(d)(8) of the Wilderness Act,
20 nothing in this Act shall be construed as affecting the juris-
21 diction or responsibilities of the State of Wyoming with re-
22 spect to wildlife and fish in the national forests in Wyoming.

23 PROHIBITION ON BUFFER ZONES

24 SEC. 603. Congress does not intend that designation of
25 wilderness areas in the State of Wyoming lead to the cre-

1 ation of protective perimeters or buffer zones around each
2 wilderness area. The fact that nonwilderness activities or
3 uses can be seen or heard from areas within the wilderness
4 shall not, of itself, preclude such activities or uses up to the
5 boundary of the wilderness area.

STATEMENT OF HON. RICHARD B. CHENEY, A U.S. REPRESENTATIVE FROM THE STATE OF WYOMING

Mr. CHENEY. I don't have a prepared statement this morning, Malcolm, but I would like just to say a couple of words.

I first of all want to thank you for your willingness to hold this hearing. As you know, the subcommittee on which I serve in the House held a prior subcommittee hearing in Cody in early March at which we addressed the issue specifically of oil and gas leasing in the wilderness area and the question of withdrawal language and also at that time began to get into the process of discussing the Wyoming wilderness bill. This is an important add-on to that process now on behalf of the Senate subcommittee.

Malcolm said how, I think, the delegation and Malcolm and I feel about the importance of moving forward with the process of addressing the question of addressing the Wyoming wilderness; that we feel very strongly about the withdrawal of wilderness areas from leasing, and we also feel very strongly about the principle of the areas that ought not to be released into the regular land use planning process.

We do not want to claim any special wisdom in the bill as currently drafted. I think we feel that we put together a good piece of legislation. We recognize, I think, that there are bound to be controversial views on both sides of the issue: some people think we have gone too far in terms of designating too much additional wilderness or with respect to the withdrawal of wilderness areas in leasing. Others believe we haven't gone far enough. And I am sure we will hear more on that as we go through the course of the hearings today.

My hope is that at the conclusion of the hearing process, the workshop that Malcolm will hold this weekend in Riverton, and review of all the various materials that have been accumulated over the years, and obviously they have been voluminous, that we will in the very near future, that is, within the next month or two, be in a position to move forward with a Wyoming wilderness bill, both before the Wyoming Public Lands Subcommittee and the Senate subcommittee that Malcolm chairs as well. It is very important in my mind that we not let this bill carry on endlessly.

Secretary Watt has very wisely agreed to hold off on any leasing under the 1964 Wilderness Act until the end of the year. He has gone along with our request for a moratorium through 1982 to let Congress address its bill. But it's very important that we move along the legislation on that issue. And I would hope that everybody bear with us as we try today to take testimony from everybody that is interested or involved in the hearing.

I notice we have lots of people back from the Cody hearing. I am glad to see you are out today in force to help in that process.

It's a collective process. Nobody is in a position nor do I think any of us want to be in a position to attempt to dictate the ultimate outcome. We do, in fact, want this legislation to reflect the will of the people of the State of Wyoming.

But with that in mind, I look forward to an interesting and a full day of activity.

Thanks, Malcolm.

Senator WALLOP. OK. I will read Al Simpson's statement. It is as follows:

STATEMENT OF HON. ALAN K. SIMPSON, A U.S. SENATOR FROM THE STATE OF WYOMING

Mr. Chairman, the Wyoming Wilderness Bill is most critically important to Wyoming. The wide range of testimony scheduled to be heard here this morning will be very helpful to use as we continue our long-standing efforts to seek a balanced solution to our federal land use needs in Wyoming. I intend to carefully review today's testimony before any further action is taken on the legislation.

I deeply regret that I am unable to join with you as you proceed to what will, indeed, be a full day. As chairman on the subcommittee on nuclear regulation, it is imperative that I be on the Senate floor late Thursday night in order to complete the responsibility of the floor management of S. 1662, the Nuclear Waste Disposal Bill, an issue that is also of critical importance to Wyoming.

We have tinkered around with the nuclear waste disposal problem for 37 years now, and one result of that is the near devastation of the Wyoming uranium ore mining industry. We now have the very real opportunity to deal responsibly with the issue of proper disposal of commercial and nuclear waste in order to again create confidence in this energy issue. My only regret is that I could not be able to participate in both the managing of the bill and the Senate debate and the hearing in Casper.

Mr. Chairman, this is a day that many people in Wyoming have been waiting for. The question of wilderness, when and where and why and how much, have been with us for quite a spell in Wyoming, and the 1979 RARE II report has only served to get everyone's juices stirred upon one side or the other.

Now I feel it is time to take the long-term view. Now is the time to get down to cases and really do our best—and that means that all of us must do our best—to resolve this long-standing issue on the side of what is best for the public interest and best for Wyoming. That is our charge. It is my pledge to help accomplish it.

Our Wyoming Wilderness Bill, with its withdrawal of all wilderness as is presently designated and the lands earmarked for withdrawal designation under the bill, is the first statewide effort to balance the withdrawal with the release of other lands, some of which had been studied by the RARE II process and were designated for wilderness status according to the 1979 roadless area review and evaluation by the US Forest Service.

We feel we have struck a reasonable balance under the terms of the bill, S. 2118 on the Senate side and an identical bill on the House side, H.R. 6625, as introduced by my most able friend, Wyoming Congressman Dick Cheney.

As to the popularity of our wilderness bill, my grandfather, Billy Simpson, who practiced law in Jackson back in the late 1880's, gave me a good piece of advice about this kind of legislation. It is, I quote, "I can't tell you how to succeed," he told me, "but I can sure tell you how to fail—just try to please everybody."

That so far seems to be the case as it relates to our Wyoming Wilderness Bill. It has drawn a reasonable amount of fire, especially from those who want more and more acreage set over to wilderness.

I am a bit surprised that certain environmental groups have not indicated support for what we thought was a pretty fair and reasonable move to prohibit in its entirety any oil or gas or mineral development upon millions of acres of federal land in Wyoming, including 480,000 acres of newly designated wilderness under the terms of our bill. Instead we have been faced with a chorus of calls from some groups for significant increases, even beyond the areas identified for wilderness designation by the RARE II process.

Mr. Chairman, we have stated on a number of occasions, the Wyoming congressional delegation has been quite forthright and up front in its opposition to oil and gas development in the wilderness areas of Wyoming. But that stance, as far as the Wyoming bill is concerned, is now past history, and we need now to move on to the entire wilderness question which is much more complex and varied than just demanding that more and more acreage be put into wilderness with a prohibition on oil and gas development.

There are so many other important elements to be considered, not the least of which are release language, livestock grazing, water, fish and wildlife jurisdiction and so-called buffer zones. We know this bill will have a great impact on Wyoming's future. That is why we remain so concerned about a balanced approach. That is why we want to assure a concerted effort that is fair and reasonable to all of the interests involved, to the environmental side and the development side and all other Wyoming citizens.

So, that in our plan, and we think it will prove to be a good one for Wyoming and for the nation.

Thank you.

Senator WALLOP. Now, one last thing before we begin: I have heard it said that our release language mandates the destruction of all the remaining acres of Wyoming, and I just have to say from a personal standpoint and from the standpoint, obviously, of Dick and Al, all of us who live here and grew up here and know these mountains, that nothing could be farther from the truth. Nothing could be—you know, it would be an intolerable thought for us to mandate the destruction of anything. It is not what we were brought up to think, not what we live our lives by and certainly not what ever crossed any of our minds.

If multiple use management indicated by its existence destruction, we wouldn't be here today arguing whether or not there was still some pristinely left to preserve. The fact is, these have been under multiple-use management since the forest system was devised, and they still remain worthy of our consideration of wilderness areas.

That does not mean that all multipleuse management in the past has been good or all that in the future to come will be good, but it is not true that we have an intent to mandate destruction of the thing. Quite the contrary, we believe that in some areas these lands can be cared for more creatively by management for disease, management for wildlife habitat, management for other things, by keeping them accessible to a slightly more flexible management scheme than wilderness does.

By the same token, those areas which we have recommended and some which will recommend are very much worthy of entering the national wilderness system, and we are proud to be a part in beginning this whole dialog.

Now, I have some ground rules. We will go by panels throughout the day, with apparently one exception, which is the testimony from Roger McDaniel. And after he—oh. And I beg your pardon. To begin with, there are several individual witnesses: Richard Hartman from the Governor's office, the State planning coordinator; Senator John Turner and Sharon McDaniel of the Wyoming League of Women Voters.

Again, we ask you to consider summarizing. We will have to hold people to a time frame if those on the end of the list are to be heard. And I want to try to get through as much as possible to those on the end of the list.

There are ground rules, the first of which are to watch out for this jumble of spaghetti and wires that are on the stage when you come to testify. Second, would you please bring your testimony with you when you come to testify, and your entire statements in each instance will be inserted into the record in their entirety, and you would be expected to summarize to meet the 5-minute schedule.

We have with us as well-technical witnesses from the Forest Service Steve Diddimyer from region 2; Supervisor Ray Hall, of the Shoshone National Forest; Supervisor Jack Booth from the Big Horn National Forest; Carl Hauser, region 4 RARE II; Carl Pence, forest planner of the Bridger-Teton National Forest. They will be available should we need to call on them for technical advice or comment.

Lunch is available in Roberts Common down the hill. Dick and I will spell each other. We will go right through; the hearing will not stop. We will use all 7 hours in an attempt to get as many witnesses as possible through.

I would like to say again that this is a formal hearing of the Senate Energy Committee. The staff is represented here from the majority side by Tony Bevinetto, no stranger, and Tom Williams, no stranger as well to many of you. With Dick is Patty Howe from his staff, and with my personal staff is Patty McDonald, who will be using her skills to help me with the hearing and the workshop in Riverton tomorrow.

With that, I would call the first witness, who is Dick Hartman, the State planning coordinator for Wyoming. He will be giving the Governor's testimony.

STATEMENT OF DICK HARTMAN, WYOMING STATE PLANNING COORDINATOR, ON BEHALF OF HON. ED HERSCHLER, GOVERNOR OF THE STATE OF WYOMING

Mr. HARTMAN. Good morning, Senator, Congressman.

Governor Herschler has prepared rather lengthy testimony. I will try to go through it as speedily as I can.

My name is Dick Hartman. I am a State planning coordinator for Governor Herschler. I am here to provide the following statement for the Governor.

Governor Herschler would like to welcome the Wyoming congressional delegation and the members of the Senate Public Lands and Reserved Water Subcommittee to Wyoming. The Governor appreciates the subcommittee's scheduling of this hearing and hopes that it reflects a genuine concern for State and local viewpoints on the proposed Wyoming Wilderness Act of 1982.

The Governor believes that the interests and desires of the citizens of Wyoming should be paramount in any congressional decisions regarding wilderness designations and management policies in Wyoming. He encourages the delegation to provide extensive opportunity for public input in this decisionmaking process.

In March 1979 Governor Herschler recommended that some 550,000 acres in 16 RARE II units in Wyoming be fully considered by Congress for designation as wilderness. His recommendations were based on the Forest Service's RARE II evaluation, the extensive work of a special State agency task force, and public input.

The Governor also commissioned a University of Wyoming study to assess the potential economic tradeoffs involved in RARE II wilderness designations. He has shared all this information with the congressional delegation and has met with them several times to explain his positions.

It is the Governor's sincere belief that his 1979 recommendations are sound and were developed with the best interests of the State in mind. He stands behind those recommendations. He believes that they represent a balanced approach to both rounding out Wyoming's wilderness system and providing for the immediate and long-term multiple use resource needs of the State.

The Governor recommends that approximately 14.5 percent of the RARE II acres in Wyoming be designated as wilderness. If the Gov-

ernor's recommendations are implemented and if the three existing primitive areas in the State are given full wilderness designation, there would be slightly more than 3 million acres of congressionally designated wilderness in Wyoming. This total includes the State's existing wilderness areas and comprises approximately 5 percent of the State's surface area.

By contrast, the Governor recommends that approximately 82 percent of Wyoming's RARE II acres, some 3.1 million acres, be released for nonwilderness, multiple-use management. The Governor's recommendations would release more acres than would be contained in the State's total national forest wilderness system.

Almost half of the Governor's recommendations represent boundary adjustments and additions to existing wilderness and primitive areas. These adjustments were provided to enhance manageability, reduce resource conflicts, and provide more ecologically sound boundaries.

He recommends that four areas totaling some 25,000 acres be added to the North Absaroka Wilderness Area.

He recommends that one area totaling some 18,000 acres be added to the Popo Agie Primitive Area, one area totaling some 5,400 acres be added to the Cloud Peak Primitive Area, one area of approximately 28,000 acres be added to the Teton Wilderness, and one area of approximately 11,000 acres adjacent to the western boundary of Grand Teton National Park be designated as wilderness.

He recommends that three areas totaling some 15,000 acres be added to the Washakie Wilderness. He further recommends that the DuNoir Special Management Unit be fully considered as an addition to the Washakie Wilderness if the Forest Service can develop and implement a program to control mountain pine beetle infestations in the area.

Boundary adjustments may be necessary to exclude timber which is susceptible to a pine beetle epidemic. Timber stands of high market value which can be harvested in an environmentally sound manner should also be considered for exclusion.

The Governor recommends that four new freestanding wilderness areas be created. The largest and perhaps most deserving of all RARE II areas is the Gros Ventre. In 1978, the Forest Service and general public recommended that some 225,000 acres in the Gros Ventre be designated as wilderness.

The Governor concurred with this recommendation. He also concurred with the addition of some 35,000 acres in Sportsman Ridge to Gros Ventre.

The Wyoming bill as proposed would exclude significant acreage from this premier wilderness area. The reasoning is that some of the acreage is encumbered with oil and gas leases. The Governor does not believe that this is an unsurmountable problem nor is it an appropriate reason to exclude this acreage. The environmental and ecological sensitivity of the excluded acreage will exist whether it is tagged as wilderness or not.

The Governor has continually stressed that there are some areas of Wyoming where oil, gas, and mineral development is incompatible with the long-term resources, environmental, and socioeconomic interests of the State. The Gros Ventre is one of those areas and should therefore be designated in its entirety.

The Governor has requested that the Minerals Management Service and Forest Service deny oil and gas drilling proposals in the Gros Ventre. He hopes that the congressional delegation will support his request.

The notes that there are extensive opportunities for oil, gas, and mineral development on less sensitive yet prospectively valuable lands within Wyoming. Moreover, the Governor's RARE II recommendations would release significant acreage to oil and gas development.

The Governor's remaining wilderness recommendations concern three areas in the Medicine Bow National Forest. The Governor concurs with the Forest Service that the Snowy Range, Laramie Peak, and Platte River areas be designated wilderness. This would provide for greater statewide distribution and increased accessibility for Wyoming citizens.

The Governor also recommends that the remaining RARE II units in the Medicine Bow, including those in further planning status, be released for nonwilderness management. He recommends that all other further planning areas in the State also be released.

He supports wilderness designation of the State's three existing primitive areas: Beartooth, Popo Agie, and Cloud Peak. These areas have been managed as wilderness for decades and it was always assumed that they would receive full designation. These areas should not be considered as new wilderness.

With regard to special management considerations, the Governor recommends that the Commissary Ridge and Grayback units in the overthrust region be classified as special oil and gas management areas. Specific management guidelines and directives for these areas should insure that natural values are protected to the fullest extent practicable while allowing for the possible development of commercial quantity oil and gas reserves. Such language should be incorporated in the Wyoming act.

Turning to other features of the proposed act, first and foremost, the Governor is in complete agreement that all congressionally designated wilderness areas in Wyoming be immediately withdrawn from oil and gas leasing and development. He took this position on the Washakie Wilderness and requested that the Wyoming delegation pursue formal legislative withdrawal. He is pleased to see that the proposed act contains such language.

With regard to language releasing nonwilderness lands to multiple-use management, the Governor fully recognizes the need for such language. The release language should declare the legal adequacy of the RARE II final environmental impact statement. It should declare that the areas have been adequately studied and considered insofar as the initial round of the forest management plans is concerned. And it should direct that the released land need not be managed to preserve wilderness characteristics or potential. Rather, the released lands should be managed under multiple-use concepts in full accordance with applicable resource planning, management and environmental laws, rules and regulations.

The release language in the current version of the Wyoming act is unnecessarily harsh in that it appears to mandate development on released lands irregardless of other considerations. Further, the prohibition of future wilderness analyses in the forest planning process until after the year 2000 may be overly restrictive.

The first round plans will be good until at least 1995, after which the Forest Service should be allowed to again consider wilderness if the public supports such considerations. The Governor hopes that the delegation is openminded on this matter and suggests that the release language contained in the successfully enacted Colorado and New Mexico wilderness bills be considered for the Wyoming bill.

In 1979 the Governor stated that it was clear to him that both development and preservation interests would be disappointed with his recommendations. This indicated to him that his recommendations were balanced and represent a good compromise.

He fully recognizes the tradeoffs involved in both designating additional wilderness areas and in releasing areas to nonwilderness management. He found that the tradeoffs on both sides were acceptable and reasonable. He hopes that a similar spirit of negotiation and compromise will exist in the minds of the Wyoming delegation and the Congress as a whole.

Gentlemen, attached to the testimony is a listing of the total acres that the Governor recommends.

[The attachment follows:]

State of Wyoming—RARE II Wilderness Recommendations

National Forest : Area number and name :

	<i>Net acres</i>
Bighorn :	
02034—Seven Brothers	5,370
NF-933—Cloud Peak Primitive Area	150,490
Bridger-Teton :	
C4102—Gros Ventre	254,940
E4102—Sportsman	34,600
04101—Corridor	28,156
04106—Grayback (Sp. Mng.)	60,000
04112—Commissary Ridge (Sp. Mng.)	90,000
Medicine Bow :	
A2070—Laramie Peak	26,490
A2074—Snowy Range	16,480
C2080—Platte River MG-1	17,340
Shoshone :	
A2041—Sulfur Creek	7,424
A2047—Sleeping Giant	2,117
A2901—Middle Fork	18,022
A2914—Reef	14,328
B2049—South Fork	9,829
C2047—Sleeping Giant	2,646
02043—Headwaters Sunlight Creek	2,500
02046—Wapiti Valley East	480
02058—DuNoir ¹	28,600
NF-934—Popo Agie Primitive Area	81,820
NF-915—Beartooth Primitive Area	43,300
Targhee: E4610—West Slope Tetons (East)	111,355

Senator WALLOP. Thank you very much, Dick.

Did you have any questions?

Mr. CHENEY. Just a couple of quick items, if I could, Dick.

One, I am delighted to see the Governor come forward with some additional recommendations. He has, I think the record shows, been intimately involved in the consultative process, as have you, as we have tried to put the bill together. Before our bill was finally introduced, we did ask him for his written recommendations and incorporated many of

¹ Boundary adjustments may be necessary to take care of mountain pine beetle and timber concerns.

those in the bill. And we are glad to have some additional recommendations this morning.

You make reference on page 3 of the Governor's testimony to the possibility on the DeNoir Special Management Unit of considering it as an addition to the Washakie Wilderness. And I want to focus on the following language: "if the Forest Service can develop and implement a program to control mountain pine beetle infestations in the area."

Do you see that as consistent with designating the area as wilderness? One of the things we were concerned about in trying to decide how much of the DeNoir ought to be added to the Washakie was the very real problem that does exist there with respect to the mountain pine beetle and the possible management of the resources rather than have it destroyed.

Mr. HARTMAN. Right. I felt, Congressman, that possibly through some unique boundary situations and identification where infested areas are along with the altitude, as I understand that the pine beetle can only drive at certain altitudes, that considering those factors, we may be able to design boundaries in which we could include portions of the DeNoir into wilderness and at the same time protect it from the infestation of the pine beetle.

Mr. CHENEY. The bill as currently drafted includes, I believe, a little over 11,000 acres as an addition to the Washakie Wilderness to be designated as wilderness. But I should read this in accordance as a recommendation that we exclude those areas of the DeNoir that are currently infested with the mountain pine beetle?

Mr. HARTMAN. We could take a look at that. I am not real sure just what areas those are, but maybe at the workshop tomorrow we could take a look at those and see if boundaries could be designed to protect those areas not infested.

Mr. CHENEY. OK. Thank you for your testimony, and thank the Governor for his cooperative efforts as we put the legislation together.

Senator WALLOP. I would just ask you one; if you would ask the Governor for his suggestions as to how we surmount the issue of oil and gas leases. The testimony says he does not believe that it is an unsurmountable problem, and I am not certain that we believe it's an unsurmountable problem, but we have a hard time getting on top of it. And if he has specific ideas, I think that would be useful as well—

Mr. HARTMAN. Certainly will.

Senator WALLOP. Because part of that will entail, if there is an exchange, the giving up of some Wyoming bidding royalties and other things which would necessarily take place.

Mr. HARTMAN. Right. We understand that it will be controversial as far as those existing leases are concerned. And I will take that request back to the Governor.

Senator WALLOP. Certainly. And that would mean some financial contribution on the part of the State of Wyoming in terms of lost revenues, not in terms of giving outright, if that's the way he is thinking of going, that there would be an exchange.

Mr. HARTMAN. Right.

Senator WALLOP. Specifics on that testimony would be very helpful.

Mr. HARTMAN. All right. We have taken a look into those, and maybe tomorrow at the workshop we can bring that out as far as exchange and possible ways and avenues to approach that.

Senator WALLOP. Thank you.

Next is Senator John Turner.

STATEMENT OF HON. JOHN F. TURNER, STATE SENATOR, STATE OF WYOMING

Senator TURNER. Mr. Chairman, Mr. Cheney, thank you for this opportunity, and I would like to welcome you home.

I would like to begin by personally thanking the delegation for what today I feel has been significant leadership on the wilderness issue with Representative Lujan's bill in the House, your stand on the Washakie with the personal influence you have had with key members of the administration, for being the West's first delegation to express strong opposition to mineral activities in any wilderness, for stating your willingness to listen to perhaps needed changes.

Regarding this proposed legislation, I come before you with some suggestions and a new concept which I hope you will find helpful in your deliberations. I come before you in an approach that I believe first recognizes the realities of diverse concerns; number two, allows for a broad spectrum of plans, and three, yet hopefully protects some of the existing qualities of these critical Wyoming lands under consideration. Perhaps you could call it a middle-ground approach.

As you all are well aware, tourism is one of Wyoming's major industries contributing some \$700 million and 20 thousand-plus diverse jobs across our State. I am firmly convinced that some of the basic and essential commodities of this vital industry are the unique values remaining in the roadless lands.

In examining these existing resources, I would like to briefly turn our attention to wildlife.

I find it remarkable that Wyoming is truly the last bastion of free-loving wildlife in the lower 48 States. This unique resource contributes some \$200 million by hunting and fishing, and some nonconsumptive activities contribute even more.

As important, wildlife makes up the necessary ingredient of the Wyoming way of life. In trying to identify specific wildlife needs, I personally have taken the time to meet with people in my area of the State, outfitters, chamber of commerce people, national forest personnel, and most important, our game and fish people who understand and know the land on the ground.

I brought with me today some maps, which I will just briefly refer to, of the Jackson game district, just part of the northwest Wyoming core which makes up probably the finest wildlife complex anywhere in the world today, considering its land mass, the population of the wildlife and the diversity of life forms found.

As we look at many of these needs and try to tie them to the land, and I will just briefly refer to the map which I have posted here with this conglomeration of colors, what I have tried to do is identify the critical areas in these remaining roadless areas as they relate first to elk, moose, and sheep and mule deer. The map you see before you limits itself to elk. The map I have here gives after the calving season. This map shows some 20,000 animals.

The Jackson elk herd is the most famous wildlife population left in the world. It is essential to our community's economy, and judging from the license plates, it is important to every community in the State.

The three essential things of this particular wildlife population are just not numbers, but the opportunity to have a long hunting season and access to the area to a large number of hunters.

In a meeting with the Game and Fish Department, they feel that any substantial changes to the land use patterns in these current roadless areas could cause subsequent deterioration in the wildlife complex. The suggestions which I have submitted to you in a lengthy form take area by area and try to identify those wildlife needs.

Briefly, the additions to the wilderness which I am suggesting to you would be the corridor of Pacific Creek, addition to the Teton Wilderness, designation of the west slope of the Tetons; some specific additions to your Gros Ventre proposal, which would include the Red Bluff Ridge; Horse Creek and Little Granite Creek area; also some suggestions and additions to the DuNoir.

In looking at a new concept, I propose to you a new land classification. For lack of a better term, I have called it "Wyoming Roadless Resource Areas." The intent is to basically retain the roadless characteristics, put high priorities to the values of wildlife, disperse recreation, scenery, and watershed, and yet still allow for a reasonable level of commodity activities.

You will see in specific recommendations that it would allow timbering, pursuit of locatable minerals so there would be restrictions on the patenting problems. It would allow for wildlife habitat manipulation. It would allow for oil and gas exploration and development.

We have had 40-plus wells in Teton County, and we have 2 or 3 coming this summer. There is only two wells that I am aware of that the community has opposed or been outspoken about.

The new land designation would certainly encourage and permit grazing. It would allow public service corridors, such as pipelines, transmissions. It would allow the use of snowmobiles under certain conditions and would allow for small water storage projects.

The inclusions in this land designation you will see are the southern border of the Teton Wilderness, a small corridor north of Buffalo Valley, the south area sweeping down from Cache Creek, the area of Shoal Creek, Jack and Klondike Hill, in the Grayback Ridge and Willow Creek and the Palisades.

In conclusion, the priority of my proposal, of course, is to protect the roadless and wildlife resources of these unsurpassed land masses and yet still allow reasonable levels of extractive activity. Putting a high priority on maintaining these remaining roadless areas and their inherent resources I think is vital for our future. And in doing so, in following a concept somewhat like I outlined, in doing this I think we can serve the maximum number of multiple-use activities. We can serve traditional and long-standing elements of existing economies. We provide the greatest economic bid over the long pole for the State of Wyoming. For the taxpayers we provide the most cost effective administrative approach to these public lands. And last, we contribute far more to the existing and future welfare of our citizens and the Nation by protecting these roadless values.

I am personally confident that it is not the intent of the delegation to degrade but to surely safeguard the future of these important wild and roadless resources. I hope these situations that I bring before you this morning are helpful as you were to fulfill this attempt.

Thank you, Mr. Chairman.

[The prepared statement of Senator Turner follows:]

TESTIMONY SUBMITTED
TO
FIELD HEARING (S. 2119)
SENATOR MALCOM WALLOP,
CHAIRMAN

April 30, 1982
Casper, Wyo.

John F. Turner,
State Senator
Chairman - Legislative Interim
Committee on Travel, Recreation
and Wildlife

PROPOSED CHANGES TO WYOMING WILDERNESS ACT OF 1982 (2119 S.) RELATIVE
TO THE JACKSON HOLE AREA

Additions: Wilderness Designation.

TETON CORRIDOR (Addition to the Teton Wilderness) Approximately 28,000 acres.

Stipulations - Allow for small enclaves along western border to provide user access and camping opportunities. Follow recommendations of NFS and Wyo. Game & Fish Department which include Pilgrim Ck. (80 acres), Colter Bay (40 acres), Bailey Ck. (40 acres) and Sheffield Ck. (80 acres). These are needed for access to the large elk migration from Yellowstone Park, 70 per cent of which move in a wide corridor between Grand Teton National Park and the Parkway on the west and the Big Game Ridge Corridor on the east. This pressure will hopefully assist in the long range goal of moving elk movement to the east. This Corridor area is strategically located between GTNP, the Memorial Parkway, and the Teton Wilderness. High scenic value and unstable terrain.

Very high wildlife values including important elk summer range, calving areas, and fall migration. Included in key Grizzly bear area. Moose habitat. Need to protect small but productive fishery. A quality watershed for upper reaches of the Snake River.

PACIFIC CREEK (Addition to the Teton Wilderness Area) Approximately 3600 acres.

Stipulations - Include NFS lands east of Pacific Creek. Sections 5, 6, 8, 9, 17, 18, T 45 N R 113 W, Sections 20, 29, 30, 31, 32 T 46 N R 113 W. Similar to Corridor in wildlife, recreation and watershed values. Scenic and sensitive area between GTNP and Teton Wilderness. Critical Grizzly area. High values for elk habitat. This area provides elk calving and transects heavily used elk migration routes. There exists some interest in some timber harvest in this area. Road access on the area would pose a significant impact on critical values. South and western exposures of slopes would likely pose reforestation problems in timbered areas.

GROS VENTAE ADDITIONS: Approximately 72,000 acres. Include the following land areas.

Sheep Mountain. Approx. acreage is 9000. Currently roadless. Steep topography. High scenic and recreational values. Important land area adjacent to National Elk Refuge. Included in NFS wilderness recommendation. Also include Dry Hollow area north of Flat Creek as suggested by Alternative W. Critical winter elk habitat and winter mountain sheep habitat. Area relatively landlocked by noncommodity use lands. Transportation for commodity extraction in this area would impact National Elk Refuge.

Jackson Peak Area. Approximately 12,000 acres. Steep and unstable terrain. Important scenic values. High recreational characteristics for town of Jackson. Sensitive watershed for Jackson. Key elk and mountain sheep areas. Majority of area included in NFS wilderness recommendations.

Horse Creek/Granite Creek Area. Approximately 51,000 acres. Extremely high recreation and scenic value. High altitude areas make rehabilitation of disturbed sites and corridors difficult. Wildlife values are some of the most important in Jackson Hole. The high country area supports a summer elk herd of 1250. This region supports important migration areas. Significant elk calving in upper stretches of Cache Creek and in Horse Creek drainages. Two important state feedground support about 1800 elk. Mountain sheep are found throughout the area. Southern areas provide important and sensitive winter ranges. Winter of '81 and '82 indicated these sheep especially susceptible to stress. Moose found throughout the complex. Little Granite Creek provide essential winter range for almost 30 head of moose. Hundreds of mule deer utilize the area. Sensitive and important fisheries exist in Game Creek and Horse Creeks. Little Granite maintains a population of Snake River cutthroat.

The high visitor use of this region indicates the public priority in its existing wilderness qualities. Most of this region was included in NFS recommendations for wilderness.

This area includes the Bear Thrust Lease Area which has attracted considerable oil and gas interest.

Red Bluff Ridge. Approximately 1260 acres. Critical recreation and scenic values for isolated mountain guest ranch.

WEST SLOPE OF TETONS. Approximately 150,000 acres.

Stipulations. Retain enclave for possible expansion of Teton Village Resort association for recreational activities. (9,900 acres).

This area borders Grand Teton National Park, the spectacular Teton Range and includes the Rendezvous Management area. Provides high quality wilderness mountain recreation to the public on a year around basis. Steep topography. Area supports a diverse wildlife complex including elk, mountain sheep, lynx, grizzly bear, black bears and peregrine falcons. This area also provides an essential watershed for eastern Idaho.

DUNOIR WILDERNESS. Approximately 35,000 acres. Shoshonne Nat'l. Forest. Currently in the upper Wind River, this is one of the last lower altitude watersheds not impacted by roads. Extremely high wilderness values. Excellent southern access to the Washakie Wilderness, especially into upper stretches of the Shoshonne drainage. Important historical values.

Wildlife values are very high. Critical calving for elk. Estimated summer elk herd numbering 250 to 350. An essential migratory corridor for over a 1000 head that migrate from the high plateaus to the northeast to the feed ground on the East Fork of the Wind River. These elk are essential to the economy of the Dubois community. Disturbance would likely eliminate the herd or move them west into the Jackson Hole area. This has been the concern expressed by the Game & Fish Department. Other wildlife resources include mountain sheep, moose, mule deer, black bear, trumpeter swans, lynx and occasionally Grizzlies.

New Designation: Wyoming Roadless Resource Areas.

BUFFALO RIVER NORTH. Approximately 20,600 acres. Southern perimeter of Teton Wilderness Area. Steep terrain and unstable soils. Sensitive watersheds. Important scenic values for heavily used access corridor to Wilderness, GINP and the Jackson Hole region. Popular recreation area providing quality wilderness access, hiking and horseback riding, and big game hunting. Several dude ranch and outfitter operations depend on and use the area. Livestock grazing.

Very important wildlife considerations. Transects major elk migration routes. Security of area critical to management goals to re-establish traditional elk migration routes to eastern perimeter of Jackson Hole. Important year around moose habitat. Mule deer. Black and grizzly bear area.

CACHE CREEK SOUTH, SNOW KING MTN., GAME CREEK. Approximately 8,000 acres. Steep topography. High scenic and watershed values. Popular area for roadless recreation activities, with potential for considerable growth in future for residents and visitors.

One of valley's most critical wildlife areas. Important elk calving and elk migration corridor to two state winter feed grounds.

Important wintering area for elk and mountain sheep. Good moose habitat. Sensitive fisheries.

Small residential enclaves at lower end of watershed corridors.

These residential areas along with the critical wildlife areas would be seriously impacted by commodity transportation activities.

SHOAL CREEK, JACK CREEK, KLONDIKE HILL. Approximately 81,300 acre.

Extremely important wildlife and roadless recreation values. Big game include black bear, mountain sheep, elk, moose and mule deer.

Maintaining a roadless characteristic is essential to maintaining current values. If the area is opened to roads, the quality outdoor experiences now available to the public will be severely impacted.

Also, hunting season duration and available big game licenses could be restricted impacting the economy and wellbeing of Sublette County.

Wyo. Roadless Resource Areas Continued

GRAYBACK RIDGE/WILLOW CREEK AREA. Approximately 215,000 acres. Currently a wild and remote roadless area south of the Hoback and Snake River Canyons. Terrain is rugged and soils generally unstable. During RAHE II, 78 % of response was in favor of wilderness designation. Strong interest in oil and gas activity.

Excellent roadless recreation values. The high altitude area is important elk summer range. Regions such as Bryan Flat are important elk calving areas. About 600 elk winter on the Dog Creek feed ground. A critical ridge area from Hamshorn Peak to Hoback Peak hosts a herd of about 75 mountain sheep. In excess of 150 moose are in areas such as Cliff Creek, Willow Creek and Hunter Creek.

PALISADES. Approximately 115,000 acres within Wyoming. Extremely high wilderness values. Mountain country between Snake River Canyon and Teton Pass. Rugged terrain with unstable geology. Important watershed for Snake River drainage. 63 per cent of RAHE II respondents favored wilderness status. Considerable oil and gas interest. Very important elk area with 1800 to 2000 head. Excellent Mule Deer Area which is renowned for trophy heads. The area is also critical for a growing mountain goat herd which now numbers about 20 head.

WYOMING ROADLESS RESOURCE AREAS

Proposed restrictions and authorizations:

I. In order to conserve and protect in a substantially undeveloped and roadless condition, an area within the National Forest System in Wyoming having unique and outstanding scenic, recreational, topographical and ecological characteristics and possessing significant scenic, wildlife, recreation and watershed values, there is hereby established within the Bridger-Teton, the Targhee, the Shoshone and _____ Forests, the following Wyoming Roadless Resource Areas.....

The Wyoming Roadless Resource Areas shall comprise approximately _____ acres as generally depicted on a map entitled "Wyoming Roadless Resource Areas, dated _____, 1982. The Secretary shall administer and protect these areas in accordance with the laws and regulations applicable to the National Forest System so as to maintain and enhance scenic and watershed values, wildlife resources and dispersed recreation.

Within the Roadless Resource Areas as designated by this act,

A. Roads shall not be available nor constructed for general public use. Any other new road construction deemed necessary by the Secretary for administration or the extraction and removal of resources shall be of a temporary nature, in accord with the purposes of the established area and disturbed road corridors shall be rehabilitated to original roadless characteristics,

B. Wildlife habitat manipulation shall be permitted in accord with the natural and indigenous values of the area,

C. Where necessary to maintain or enhance wildlife habitat, control insects, disease or fire, timber harvests shall be allowed in areas and in manners conforming with principles of sustained yield and with the maintainance of the values of the area. Roadless timber extraction techniques shall be encouraged by the Secretary where at all feasible and temporary haul roads shall be constructed only when alternatives are not possible.

D. The use of snowmobiles may be permitted in accord within an area pursuant to the roadless resource area plan developed by the secretary. For such use, a plan shall identify and designate available snowmobile routes, areas, and corridors. The plan shall also provide seasonal use.

E. Subject to valid existing rights, all mining claims located within a designated area shall be subject to such regulations as the Secretary may prescribe to insure that any mining for locatable mineral resources will be consistent with the purposes of the area.

Any patent issued after the date of this act shall convey title only to the minerals and the right to use the surface of lands necessary for mining purposes subject to such regulations as the secretary may prescribe.

Effective January 1, 1984, and subject to valid existing rights, the minerals located within designated areas are hereby withdrawn from location, entry and patent under the U.S. mining laws and disposition under the mineral leasing laws. Mineral inventory activity is permitted to continue.

F. The secretary may permit, under appropriate regulations, those activities and facilities which he determines necessary for resource protection and management or for visitor safety including

1. Those necessary to prevent and control insects, disease, soil erosion, and other damaging agents
2. Dispersed recreation opportunities
3. Waste disposal
4. Visitor use facilities such as fire grills, campgrounds, signs and drinking water provisions.

G. Permanent structures such as buildings shall not be permitted.

H. Livestock grazing shall be permitted subject to existing use maximums and regulations necessary to protect values and characteristics of the area.

I. Public service occupancies, including power transmission lines and fuel pipelines shall be permitted where the Secretary determines that there exists a public need and no feasible alternative corridors exist.

J. In manners and localities in accord with the roadless values of an area, the Secretary may permit small water storage facilities for recreational, domestic, municipal or agricultural needs.

K. Oil and gas exploration and development is permitted. When determined necessary to maintain roadless values of an area, the Secretary may, by regulation, prescribe critical areas for lease withdrawal, non-reissuance of expired leases, leases with non-surface occupancy, or lease extensions. Areas may be considered critical if rehabilitation of disturbed lands is not feasible, if access or occupancy poses unacceptable impact on wildlife resources, or if activities could cause irreparable degradation of watershed or recreational values.

L. Within two years after the date of this act, the secretary shall prepare comprehensive management plans for the designated roadless resource areas. Plans shall be prepared in accord with the provisions of the National Forest Management Act of 1976.

Senator WALLOP. Thank you, John.

Dick, do you have anything?

Mr. CHENEY. Yes, I will be very brief.

I want to thank you very much, John, for your contribution this morning. It is the kind of testimony that I think would be very helpful to us. The specific recommendations you have made for additional areas to be included within the wilderness designation is helpful and it's specific. I hope others will provide the same kind of detailed recommendation for us.

I am intrigued with your concept of a Wyoming roadless resource area. As you know, we had a brief, informal discussion about this previously.

Have you had an opportunity to pursue it any further in terms of thinking about specific language that might be appropriate?

Senator TURNER. Congressman, if you would refer to page 6 of my testimony, you will see my accomplishments so far as I perceive this idea of trying to come up with the specifics and the sideboards of how we maintain the roadless characteristics of an area and yet allow these limited uses. I am excited by the concept today and I am pleased with the positive response that I have heard as I have had the opportunity to expose it to what I feel are reasonable minds on this issue.

I would like to say also before I leave, I brought these maps with me. They are quite complex, Mr. Chairman, as you can see, the one on the elk. But I think they are important as we look at specific land areas. They are the first time, I think, this data has been put together.

I would be happy to supply the map on the elk, the one on the moose and the sheep and the mule deer to the delegation. It would be helpful to look at specific land areas.

Mr. CHENEY. Once again, I would like to thank you for your testimony.

Senator WALLOP. John, so would I. As you know, I talked with you about an idea not dissimilar to that some 5 years ago. At that time it was meeting very rigid resistance, both from the professional forest managers and from the environmental community as a concept. And I believe now the time has come to revisit that ground.

I appreciate what you have done by putting it forth as a concept and believe that it's well worth our consideration on this or in immediately subsequent pieces of legislation. But wouldn't you say that the basic thing that is the problem in all of what you are trying to protect is the roads?

Senator TURNER. Senator, I do recall your coming up with the idea of some kind of back-country proposals several years ago, and perhaps the time is right where we can all now pursue that kind of concept.

In response specifically to your question, there is no doubt it is the road impact that degrades the characteristic, the recreational, watershed values. And as we look at pieces of empty America outside the borders of Wyoming that are still nice to look at, the critical thing they have lost is the richness of their wildlife complex, and perhaps the major contributing factor is roads.

Senator WALLOP. John, thank you very much. I appreciate your testimony this morning. And I also appreciate the time it took for you to do what really in a way the Game and Fish should have done some long time ago, and those are very useful maps. I appreciate it.

Senator TURNER. Thank you very much.

Senator WALLOP. The next is Sharon McDaniel with the Wyoming League of Women Voters, and then we will begin the panels and we will begin as well the time clock on each witness.

Good morning, Sharon.

STATEMENT OF SHARON McDANIEL, PRESIDENT, LEAGUE OF WOMEN VOTERS OF WYOMING

Ms. McDANIEL. Good morning.

Chairman Wallop, Representative Cheney, I am Sharon McDaniel, representing the League of Women Voters of Wyoming.

The League of Women Voters of Wyoming recognizes that land is a finite resource and not just a commodity. We support the designations of new wilderness areas as stated in section 201 of the proposed Wyoming Wilderness Act of 1982.

We would like to encourage additions to these wilderness areas and believe that the provisions barring any additional wilderness designations before December 31, 2000, should be deleted from the bill.

Because the League believes in informed and active citizen participation, we want to urge the adoption of a new method for conducting public hearings. The taxpayers have paid for Government experts to assess each aspect such as geology, wildlife, and economics of the natural resource proposal. Their findings should be summarized in an initial session to be followed by the customary public participation. All testimony would be part of the hearing record.

This would benefit the Senate for a concise reference. Experts would hear the comments, and the public would have access to technical information.

The League of Women Voters of Wyoming would like to thank you for the opportunity to express our support and concerns regarding the Wyoming Wilderness Act of 1982.

Senator WALLOP. Thank you very much.

Dick, did you have anything?

Mr. CHENEY. No.

Senator WALLOP. I would just point out one thing, a semantic distinction, but it's worth making; that we don't prohibit any additional wilderness designations. That's always within the privilege of Congress. It's "studied for wilderness." That is part of what is prohibited.

It can always be designated at any time by any congressional delegation and the Congress, and we can't bind the actions of a future Congress. It's an administrative act rather than a legislative act that we are dealing with.

Ms. McDANIEL. Thank you for your clarification.

Senator WALLOP. And also, I wonder if anybody from the Forest Service in here could just say how many public hearings may have been held in the State with regards to the RARE II process.

Mr. BOOTH. I don't know of anybody that kept any records, Senator, about how many. I know that they have been held throughout the State, through all the Western States. But I don't know how many.

Senator WALLOP. For the record, that's Jack Booth, Supervisor of the Big Horn National Forest.

But I think that's part and parcel of the process which you were talking about here.

Ms. McDANIEL. Yes. I am referring specifically to a hearing such as that in preparation for a hearing. The average citizen is not really aware of the technical advice such as maybe WGA or Forest Service or Game and Fish have done. These studies are not always readily available to the public, and we would like to bring forth this information at that time of the hearing so that the citizens would have free access to the information and be able to make objective decisions regarding the use of the land.

Oftentimes in natural resource situations objective information is not always available. And we feel it would be pertinent to making the decision and being able to make testimony before a group such as this. The average citizen should have that access.

Senator WALLOP. Thank you.

Ms. McDANIEL. Thank you.

Senator WALLOP. Now, we will move directly on into the panels. And from here on the timeclock begins.

The first is panel 1, Harry Roberts from the Wyoming Heritage Society; Bob Baker from Louisiana Pacific; Larry Bourret, Wyoming Farm Bureau; Jesse Baker, Wyoming Woolgrowers Association; Rob Robertson, Casper.

The mikes, as I understand them, are quite directional. So, if you would begin, Harry.

STATEMENT OF HARRY ROBERTS, EXECUTIVE DIRECTOR, WYOMING HERITAGE SOCIETY

Mr. ROBERTS. Good morning Senator, Congressman.

You have our testimony.

My name is Harry Roberts of the Wyoming Heritage Society. We have about 1,000 members across the State.

Our organization is an outspoken friend of the free enterprise system. I think that there are a couple key words that relate to the subject matter that we are talking about today. One is compromise, particularly that with Senator Turner's approach to the subject. I think that we are going to have to find some compromise in the process.

I think the other aspect that I think is terribly important is, let's deal with facts. I hope that as we look at this bill we keep in mind that it's very easy to sell groups of people who are not fully informed, as the lady from the League of Women Voters, with highly charged emotionalism in order to gain support for one side or the other.

Let's start off with some facts. This morning when I got up—and I had to stay with my daughter on the eastern side of this town in one of the many new houses out there. And I looked around the streets of those particular housing structures. And that's where the heart beat of Wyoming is. That's where the families are. That's where the jobholders are. That's where the people are. And they have two main concerns living in Wyoming. One is a job and the other is recreation.

And this bill, of course, relates to the latter part of it. But those are the two things that they are concerned about. And first and foremost, of course, comes the job.

And when you look at it, every job in this State, every job in the United States comes back down to two basic industries: agricultural and mining.

With agriculture you include timbering. With mining you include oil and gas and all mineral extraction. In other words, we are dealing with the land. We are dealing with the soil. And we are blessed in Wyoming with all of those things.

We have all—we have mining and we have agriculture and we have the land. But the land is divided up. We are blessed with, what, over 2 million acres of high-country wilderness, marvelous country.

And I speak with some authority or experience, if you will, because I would imagine that I have spent more time in the wilderness areas than the majority of people in this room.

It is tremendous country. But there has to be a balance between the two.

There are some facts that we should think and talk about. Certainly the concentration of land over there where Senator Turner lives, there are a large number of game animals. But the majority of big game animals in this State and the majority of hunters never set foot in the wilderness areas.

I think we have to remember that it is the public lands and the private lands of this State that carry the game animals. It is the public lands and the private lands that provide the complex upon which the majority of Wyoming industry is based and the jobs are based in this State.

So, as we look at the whole subject, let's see if we can achieve a balance as far as the development of wilderness is concerned. Let's not go to an excess, because in doing that we will achieve nothing.

I think that we must remember that the best guess that I can get out of Government, and this comes from the Forest Service, is that a half of 1 percent of the people in this country ever go into a wilderness area because a wilderness area is only accessible to those who hike in or go in on horseback; whereas, the public lands, the majority of the lands—and we are concerned in our organization with the return of as much land as possible to the multiple-use concept—the major, or rather on the other lands, the multiple-use lands, that's where the hunters can go. That's where the snowmobilers can go. That's where we can develop the minerals and timber. And we are not going to destroy the fabric of the backbone of the State.

There are three or four points that I think support the concept of the return of as much land as possible to the multiple-use category. First and foremost is jobs. And as I have related, the land is important to jobs in this State.

I think we have to be very careful as we talk about parameter areas and boundary areas, because setting up a parameter area around a wilderness area can be an endless chain. There is no definite, positive place to stop.

I think we have to keep in mind that Wyoming plays an important role nationally and internationally in the development of oil and gas and minerals. Three out of every 10 gallons of gas that you buy at the gas pump comes from insecure foreign sources. Approximately 80 percent of our needed strategic minerals come from overseas.

I think we could wake up any morning and find an explosion in the Middle East which would make us realize how important the extraction industries are to our region and to the State itself.

I think if we put more areas off limits, restricting energy development and making grazing more difficult for agriculture is not in the best interests of this State.

Senator WALLOP. Harry, could you summarize? Five minutes.

Mr. ROBERTS. In summary, let me say this again; that I think that what we are looking for here is a compromise. The steering committee of the Wyoming Heritage Society supports the proposed bill let's keep a proper balance between asthetic values and the real world of people and jobs.

We live in an expanding population in this country and across the world. And basic to that need is an increased—or basic to that increase is the need for more energy, food and fiber. And Wyoming has an important role to play.

Thank you.

[The prepared statement of Mr. Roberts follows:]

WYOMING HERITAGE SOCIETY
P.O. BOX 2065
CODY, WYOMING 82414

TESTIMONY PREPARED FOR THE WYOMING CONGRESSIONAL DELEGATION
IN SUPPORT OF THE WYOMING WILDERNESS ACT OF 1982.

CASPER, WYOMING - APRIL 30, 1982

My name is Harry Roberts. I serve as Executive Director of the Wyoming Heritage Society, a Wyoming organization with approximately 1,000 members from around the state. Our policies are set by a 22 man Steering Committee whose names appear on the attached brochure.

The Wyoming Heritage Society is an outspoken friend of the Free Enterprise System. We support Wyoming business and the people working in the state. We believe in the multiple use of our public lands for the benefit of all citizens. We encourage a respect for the natural beauty and environment of Wyoming. At the same time, we support the orderly development of our natural resources and water.

Our comments today are in support of the release back to a multiple use status of more than three and one-half million acres surrounding the existing wilderness areas. We are particularly concerned with the lands that have been locked up by Federal Regulatory restrictions for wilderness study. We believe that studying has gone far enough. It is now time to return these non-wilderness lands to multiple use, and use for and by the public. These acres never have been designated as wilderness land and most, prior to the RARE II study, were simply national forest land.

The return of this acreage to multiple use means more land that can be useful and productive for everyone's benefit. Wilderness acres only represent a small part of Wyoming's game habitat, as the majority of Wyoming's game animals and hunters never set foot in a wilderness area.

We believe that the people of Wyoming want to see the protection of existing wilderness areas. It is important to remember though, that wilderness lands are only visited by a minute fraction of the American people, as access is restricted to those who either walk in or pack in with horses. The government's best guess is that 0.5 percent of American citizens visit some wilderness area each year. Most of the public is only served in the knowledge that pristine areas do exist. It would be very hard to put a real value on that aspect. The fact that so few can use these areas should caution us as we contemplate further wilderness expansion.

The proposed bill relates only to the treatment of Wyoming wilderness and adjacent areas. We are here today to speak for those members of Wyoming's population who are opposed to wilderness expansion.

It is most unfortunate that at hearings such as this, only a small percentage of the true public is ever heard in any appreciable numbers. The reason is understandable, as most are working and cannot get away. Unfortunately, too many are simply not interested. Most testimony on public lands issues is presented by one of two groups.

The first group is composed of those whose jobs of businesses will be effected by a change in public land status. The Wyoming Heritage Society is in that group. We should remember that all jobs in Wyoming that produce goods come from mining, including oil and gas, and agriculture. In reality, here in our state, as elsewhere, most occupations come back to the land itself. The proposed legislation deals with the land and in turn, with the livelihood of many Wyoming people.

The second group includes those primarily concerned with aesthetic values and philosophy who, with the exception of outfitters, have little if any, direct economic interest in the areas under discussion. This group includes representatives

of government and environmental organizations. Here in Wyoming, the environmental groups are small satellite units of large national organizations. It would be very difficult for them to claim to represent a sizeable segment of Wyoming agriculture and business people whose livelihood will be directly affected by the proposed bill.

We agree that aesthetic concerns are important but the big question comes down to how much more wilderness do Wyoming people want or need?

When this bill gets to congress, the national environmental organizations will play their roles. Here in Casper, I think you will find that the average Wyoming job holder, who enjoys the public lands, as we all do, is opposed to the continuing lock-up of public lands, outside existing wilderness areas.

There are a number of reasons for this position:

1. First and most important is jobs. Wyoming jobs in energy and agriculture depend to a great degree on multiple use of public lands. Recreation is important to all of us, but our jobs come first. One should remember that not too long ago, we exported a large number of Wyoming's young people.
2. The concept that all wilderness must have protected perimeter areas is an endless chain, as it is almost impossible to stop expanding those perimeter areas. Restricting economic activities adjacent to wilderness areas ends in a debate of how much or how little, how near or how far, the proposed legislation will for once and for all draw a line and this needs to be done as soon as possible.
3. At the present time, markets for both oil and coal are soft. But keep in mind that more than three out of every ten gallons of gasoline purchased at the pump today comes from insecure foreign sources.

Approximately 80 percent of our needed strategic minerals come from overseas. We could wake up most any morning and find an explosion in the Middle East with a resulting cut-off of essential energy supplies. To put more land off limits, restricting energy development, and making grazing more difficult is not in our best interests. It has been said that a few million additional acres of protected wilderness would only mean the loss of a few thousand barrels of oil per day. It would be easy to say that those barrels are not important as we are consuming more than 16 million barrels of crude oil per day in this country. WRONG! Every barrel counts in the total, and every incremental or new barrel is vitally important as it replaces existing reserves that are being depleted. It would be just as wrong to say that we wouldn't miss all the ranches in the Big Horn Basin as they only produce a few thousand sheep and calves.

4. Little noticed in the bill is a very important section that reaffirms Wyoming's right to manage their water and wildlife in wilderness and national forests. The bill continues livestock grazing and prohibits administrative buffer zones around wilderness areas, which would restrict multiple use in those buffer areas.

Protect existing wilderness but don't lock up any more public land. As you suggest, it's time for a compromise. The Steering Committee of the Wyoming Heritage Society supports the proposed bill. Let's keep the proper balance between aesthetic values and the real world of people and jobs. We live in an expanding population in this country and across the world. Basic to that increase is the need for more energy, food and fiber. Wyoming has an important role to play.

Senator WALLOP. Thank you.

Bob Baker? I am just going to go down the list of these as they appear on the panel sheet.

STATEMENT OF BOB BAKER, LOUISIANA PACIFIC CORP.

Mr. BAKER. Good morning, Senator Wallop, Congressman Cheney.

I very much appreciate your bringing this hearing to Wyoming where those folks of us here locally have a chance to talk with you.

My name is Bob Baker. I am a native-born Wyomingite and have lived and worked as a forester in the Jackson Hole and upper Wind River Valleys of Wyoming for nearly 20 years.

I believe we do have to deal with the real world. This is a world that people are going to have to have resources, jobs, places to live, families to feed, houses to build, and heat to heat those homes.

Research and scientific study continues to demonstrate that we can perpetuate our forests and our wildlife by recreating nature's methods within management and still provide people's needs with the resources our public lands hold. If there was ever a need for wilderness, it cannot be demonstrated today, especially with the existing quantities now classified here on Wyoming's national forests.

The land-use planning process being completed on all of our national forests have much more potential for solving land-use problems. With Wyoming's populations growing and more and more of these persons wishing to use the public lands and their resources, wilderness is rapidly becoming too restrictive to provide the management needed to maintain healthy forests and wildlife populations.

Many wilderness advocates have used wildlife as their reason for needing wilderness. But, again, our improved understanding of wildlife indicates that wilderness classification has detrimentally affected wildlife in as many ways, if not more ways, than wildlife has benefited.

The Wyoming wilderness bill has for the first time addressed the question of wildlife habitat management. Withdrawal of 6,000 acres in the Whiskey Mountain primitive area will remove the wilderness-caused limitations that could ultimately result in the loss of Whiskey Mountain's nationally famous Big Horn sheep herd.

This decision to declassify the Whiskey Mountain primitive area is supported by the Bureau of Land Management, the U.S. Forest Service, and the Wyoming Game and Fish. And it is based upon an improved understanding of Big Horn sheep habitat needs.

There is absolutely no question that the highest and best use for Whiskey Mountain is the summer and winter habitat for this herd totaling over 90 sheep. Anyone who is knowledgeable of Whiskey Mountain and the adjacent drainages of Jakeys Fork and Torrey Creek knows that the preferred habitat these sheep survive upon are those areas which have burned over by forest fires during the last 100 years.

While these fires removed portions of the forest that provide shade from the Sun, shelter from wind and rain, hiding cover from natural predators and man, fire also returned to the soil the nutrients stored by trees and shrubs. The increased temperatures of the ash-burned soil stimulated the growth of grasses and forbs with higher quantities of nutrients. And the Big Horn sheep will move back into these burns almost as soon as the smoke is out.

Similar conditions exist with the Jackson Hole elk herd in the Jackson Hole area where grasslands and aspen stands are being replaced by sagebrush and caniferous forests. The national elk refuge and lands in the Gros Ventre River drainage have been the subject of prescribed burning to enhance elk habitat for the last 5 years.

These fires stimulate the regrowth of high-nutrient-producing grasses and the aspen forests and are beginning to return the lands and vegetation in Jackson Hole to a condition similar to what they were during the 1800's when elk populations were at least triple what they are today.

These well-researched and scientifically supported biological situations along with the knowledge that human populations are increasing and thereby intensifying the conflict between people and wildlife illustrates that more intensive wildlife management will be required to maintain even the wildlife populations we have today.

Senator WALLOP. Could you summarize your comments? Five minutes.

Mr. BAKER. You bet.

I entered two exhibits that I draw your attention to.

The timber industry is clean, light industry and is labor intensive. And we survive in Dubois. We cannot support a bill that would add more wilderness in addition to the Popo Agie, the DuNoir, and the Gros Ventre within the 75-mile circle drawn on the map entered as exhibit 1.

The boundaries of the Gros Ventre proposed wilderness, W3, should be modified to exclude Sportsman Ridge and Tosi Creek Basin. These two areas have high resource potential for firewood gathering, timber harvesting, wildlife, and snowmobiling and other recreation. These resources are the life blood of our community, and without them our industry survival and our community's stability is severely threatened.

Thank you.

[The prepared statement of Mr. Baker follows:]

PREPARED STATEMENT OF BOB BAKER, LOUISIANA PACIFIC CORP.

My name is Bob Baker. I'm a native born Wyomingite and have lived and worked as a forester for twenty years in the Upper Windriver Valley and Jackson Hole. My testimony here today represents the feelings of Louisiana Pacific Corp., their 130 sawmill workers and woods workers and their families, all of whom depend upon the forest resource for their livelihood.

Research and scientific study continues to demonstrate that we can perpetuate our forests and our wildlife by recreating nature's methods within management and still provide peoples needs with the resources our public lands hold. If there was ever a need for wilderness it cannot be demonstrated today, especially with the existing quantities now classified here on Wyoming's national forests. The land use planning process being completed on all of our national forests has much more potential for solving land use problems. With Wyoming's populations growing and more and more of these persons wishing to use the public lands and their resources, wilderness is rapidly becoming too restrictive to provide the management needed to maintain healthy forests and wildlife populations.

Many wilderness advocates have used wildlife as their reason for needing wilderness but again our improved understanding of wildlife indicates that wilderness classification has detrimentally affected our wildlife in as many or more ways than wildlife has benefited.

The Wyoming wilderness bill has for the first time addressed the question of wildlife habitat management. Withdrawal of the 6,000 acre Whiskey Mountain Primitive Area will remove the wilderness caused limitations that could ultimately result in the loss of Whiskey Mountain's nationally famous big horn sheep herd. This decision, to declassify the Whiskey Mountain Primitive Area,

is supported by the Bureau of Land Management, the U.S. Forest Service, and the Wyoming Game and Fish Dept. and is based upon an improved understanding of big horn sheep habitat needs.

There is absolutely no question that the highest and best use for Whiskey Mountain is the summer and winter habitat for this herd totalling over 900 sheep. Anyone who is knowledgeable of Whiskey Mountain and the adjacent drainages of Jakeys Fork and Torrey Creek knows that the preferred habitat these sheep survive upon are those areas which have burned over by the forest fires during the last 100 years. While these fires removed portions of the forest that provide shade from the sun, shelter from wind and rain, hiding cover from natural predators and man, fire also returned to the soil the nutrients stored by trees and shrubs. The increased temperature of the ash blackened soil stimulated the growth of grasses and forbs with higher quantities of nutrients and the big-horn sheep will move back into these burns almost as soon as the smoke is out.

Similar conditions exist with the Jackson Hole elk herd in Jackson Hole where grass lands and aspen stands are being replaced by sagebrush and coniferous forests. The national elk refuge and lands in the Gros Ventre River drainage have been the subject of prescribed burning to enhance elk habitat for the last five years. These fires stimulate the regrowth of high nutrient producing grasses and the aspen forests and are beginning to return the lands and vegetation in Jackson Hole to a condition similar to what they were during the 1800's when elk populations were at least triple what they are today.

These well researched and scientifically supported biological situations along with the knowledge that human populations are increasing and thereby intensifying the conflict between people and wildlife illustrates that more intensive wildlife habitat management will be required to maintain even the wildlife populations we have today. Wilderness classification will severely limit our ability to successfully manipulate wildlife habitat.

Even though I do not believe that land and wildlife issues should be resolved thru litigation or the courts I support the Wyoming wilderness bill as it is a reasonable compromise based upon public understanding of the natural systems and public concern for land and wildlife values. Our congressional delegation has used good judgment by maintaining the pristine character of lands now classified as wilderness, by minimizing wilderness additions and by releasing for multiple use management those lands which are best suited for resource utilization.

One of the strongest reasons for my convictions is contained in the draft E.I.S. for oil and gas leasing and development in the Washakie. The Forest Service adequately demonstrated that wilderness is a renewable resource given proper respect for land and wildlife. They recognized that short term wilderness values would be impacted but by first identifying those lands that could be developed with the least disturbance. Then by specifying the type of development that would be permitted and then by providing for immediate reclamation upon completion of the development; the Forest Service has shown us a way to maintain long term wilderness values. Actually wilderness proponent were the first to recognize that wilderness is a renewable resource when they strongly supported wilderness in the Dunoir. The Dunoir lands were very heavily developed 50-60 years ago. Roads were built, dams constructed, almost the entire drainage was logged and the timber cut for ties was sluiced down the streams during spring runoff as the easiest means of transportation. There was no reclamation then but the roads, meadows, and streams have healed themselves from what could be described as very harsh treatment. Given an understanding of the natural recovery process that took place in the Dunoir it will help us to minimize development problems in the future.

Another reason for my convictions is something that happened to me about a month ago in Pinedale at an appeal hearing over the Jack Creek timber sale. As a part of my effort to demonstrate that wildlife can best be perpetuated by providing habitat diversity I used this book entitled "the Ecology of Jackson Hole, Wyoming" by Dr. Clark. The book includes an excellent and easy to understand section on the ecology of fire as it relates to wildlife habitat and it illustrated the needs for habitat manipulation. I, of course, felt that timber harvesting was one of the more appropriate means of habitat manipulation. Later during the hearing one of the appellants countered that he did not see how I could have used this book to defend my position. That he was a close friend of Dr. Clark and that Dr. Clark did not like timber harvesting. This example should illustrate to everyone the fine line that occurs between management and resource utilization and preservation. There are many people here today who will suggest that we allow the timber resources in wilderness to burn as the only means for

management while on the other hand they would not consider allowing our big game herds to starve to death or winterkill as a means for management and population control. These same people should recognize that elimination of mineral exploration in wilderness will leave only two non-conforming uses of wilderness. Livestock grazing is one remaining non-conforming use and even though it is protected by this bill it continues to come under attack by wilderness users. If livestock grazing were to be eliminated like oil and gas exploration it will leave only one non-conforming use—big game hunting.

My last reason and conviction is based upon what can be seen on this map of Wyoming. The map displays the lands that are managed or proposed to be managed as wilderness in our State as compared to the lands that will remain for multiple uses as the result of this legislation.

I live here in Dubois at the center of these red circles which are spaced at 25 mile intervals. Within the 75 mile radius from our community is 2,500,000 acres of land now managed as wilderness. This bill will add an additional 321,467 acres for a total 2,800,000 acres of managed wilderness lands. Only 2,400,000 acres of multiple use land will remain.

Dubois is recognized as a dependent community by the U.S.T.S. as it is 50 percent economically dependent upon the timber industry who must obtain its timber supply from the non-wilderness forest service lands. In Dubois there are 150 mill and woods workers and their families who depend upon the jobs this industry provides and they want to remain in this community and to continue providing a service to the American people. They have the support of their community as is reflected in this Chamber of Commerce questionnaire which indicates that 73 percent feel we now have either too much wilderness or just enough. These mill and woods workers thru their jobs have been close to the land and have as a result developed a deep respect for land and wildlife. I ask that you take time to consider what the loss of these people, both economically and socially, will be to the community and to Wyoming. Replace them with new Wyomingites who do not respect our lands or our wildlife and ask yourself who is going to support the land and wildlife managers under unforeseen political pressure.

At a time when our nations economy demonstrates a dramatic need for jobs it is difficult to understand legislation naming wilderness of the Gros Ventre and Sportsman Ridge which will cost Wyoming a potential sustained yield of 16 jobs and it is even more difficult to understand how anyone could propose wilderness in the quantity as suggested by alternative W proponents which will cost Wyoming a potential for another 196 jobs. The timber industry is clean light industry and is labor intensive as compared to the production of other building materials. Best of all this industry utilizes who renewable resources timber and people. When considering long term community stability what better place to provide support than communities like Dubois that depend upon a balance of renewable resources. We need our wilderness, our livestock grazing, our tourism and our timber industry.

We cannot support a wilderness bill that would add more wilderness within the 5 mile circle shown on the map entered here as our exhibit. The boundaries of the Gros Ventre propose wilderness W3 should be modified to exclude Sportsman Ridge (34,600 acres) and Tosi Creek Basin (23,280 acres). These two areas have high resource potential for firewood gathering, timber harvesting, wildlife habitat improvements snowmobiling, and other motorized recreation. These resources are the lifeblood of our community and without them our industry survival and our community stability is severely threatened.

Senator WALLOP. Thank you, Bob, your map and all other maps will be held in committee files.

You can understand the difficulty of reproducing them as part of the record, but they will be held in the committee files for the background information from which the record was produced.

Next is Larry Bourret.

STATEMENT OF LARRY J. BOURRET, DIRECTOR, GOVERNMENT AFFAIRS, WYOMING FARM BUREAU FEDERATION

Mr. BOURRET. We appreciate the opportunity to visit with you today. I am Larry Bourret, director of government affairs for the Wyo-

ming Farm Bureau. And this statement is made on behalf of the Farm Bureau.

One of the problems associated with wilderness is that the word "wilderness" has many different meanings to many people. Certainly some of the people living in the city would visualize wilderness along the lines of Central Park or the San Diego Zoo. Others would visualize it as an area where you park your car in a paved parking lot before you caught the bus to view the wilderness. Still others might view it as an area where no one is allowed to enter so that the area can be maintained in a pristine state. Some people might consider national parks as wilderness. Yet we are here discussing another land mass over and above the national park system lands.

Therefore, wilderness might be a state of mind varying with the experience of the beholder. Is it solitude they want? Is it some rocks and ice or some trees and meadows? Is the wilderness experience dependent upon being able to say, "I'm in the middle of 500 square miles of wilderness," or is the experience just the same if they are in the middle of a 20-square-mile wilderness, or is it the same if they are on the edge of that wilderness?

Since this proposal was revealed it has been attacked in the press as being too little and nothing but rocks and ice anyway. Are these the facts?

A publication prepared by the State of Wyoming, "Wilderness Designation of Proposed Forest Service RARE II Areas: An Assessment of Economic Impacts," of December 1979 indicates that the grazing activity of the Gros Ventre tract involved 13,182 cattle AUM's and 1,346 sheep AUM's. That converts down to one AUM per 16.99 acres.

The Cloud Peak Area calculates out at 18.2 acres per AUM, and the DuNoir at 17.26 acres per AUM.

Thus, we find that these proposed areas will produce about one AUM of grazing per 17.46 acres. And how does this compare with other areas? The U.S. Forest Service's information on Wyoming indicates that 628,162 AUM's are authorized to graze on 8,680,938 acres of Forest Service lands. This calculates out at 13.18 acres per AUM. It is therefore evident that the proposed additions to wilderness are not merely rock and ice.

And then the allegation of being too wilderness, if you will check this out you find that the square miles of wilderness already in Wyoming are equal to the land areas of the cities of Chicago, Dallas, Miami, Atlanta, Baltimore, Tampa, San Francisco, Washington, D.C., Boston, Denver, Salt Lake City, Portland, Seattle, Charleston, S.C., Newark, Albuquerque, Birmingham, Buffalo, New York City, Phoenix, San Diego, Omaha, Philadelphia, Memphis, and Fort Worth. It is evident that the current wilderness in Wyoming is a large land area and that it is not just rock and ice only.

This bill would add areas equivalent to the combined land areas of the cities of Pittsburgh, Sacramento, St. Louis, Louisville, Minneapolis, Cincinnati, Detroit, Milwaukee, Rochester, and Providence.

However, the press has reported that environmental groups are proposing to add about 2.4 million more acres to the wilderness in Wyoming. That would be about 3,750 more square miles, and that would be equivalent to Honolulu, Oklahoma City, Houston, Los Angeles, Indianapolis, New Orleans, Kansas City, San Antonio, and Columbus.

The first six cities mentioned are the largest in the United States in area. This would be 8 percent of the State of Wyoming, about 55 percent of the Forest Service lands in the State, and it would be equal to the size of Delaware, Rhode Island, and Connecticut.

While livestock grazing would still be allowed under wilderness management, this same State of Wyoming study indicated that the cost would be increased on the Gros Ventre from \$8.47 per AUM to \$16.02. The total impact in the State would be almost \$1 million on grazing.

The Farm Bureau's policy states, "We feel there are already adequate lands in Wyoming declared as wilderness and primitive areas. Therefore, we oppose the designation of any additional lands as wilderness or primitive areas."

We recognize that the Wyoming Wilderness Act would tend to remove many of those issues once and for all, and we must admit that it is the best legislation that we have seen yet. It provides for release of acres that are currently held in limbo. Therefore, we believe this act strikes a balance of sorts, weighted, however, toward those who want more wilderness but with release language for many acres of lands.

We cannot support a bill with any more acres of wilderness in it. The land area and wilderness already in Wyoming is larger than the States of Delaware and Rhode Island combined.

Senator WALLOP. Could you summarize, please, Larry?

Mr. BOURRET. OK.

We would, again, comment that we think this would cripple the livestock industry adding any more wilderness.

And while we are discussing this issue, there is another issue being hotly debated in the Southern Hemisphere. That land down there has been quoted in the press as being barren, rocky, wind swept, and icy terrain. There are 1,800 people and 700,000 sheep down there, and I think that we are blockading our lands in this country just like they are blockading those islands down there.

Some people wonder why these issues are so hotly debated. Maybe they ought to ask Argentina and Britain about that.

[The prepared statement of Mr. Bourret follows:]

I am Larry J. Bourret, Director of Government Affairs for the Wyoming Farm Bureau Federation. This statement, relative to the Wyoming Wilderness Act of 1982, is made on behalf of the Wyoming Farm Bureau, the 23 county Farm Bureaus and its over 8,000 Wyoming members.

One of the problems associated with wilderness is that the word "wilderness" has many different meanings to many people. Certainly some of the people living in the cities would visualize wilderness as being something along the lines of Central Park or the San Diego zoo. Others would visualize it as an area where you parked your car in a paved parking lot before you caught the bus to view the "wilderness". Still others might view it as an area where no one is allowed to enter so that the area can be maintained in a pristine state. Some people might consider national parks as "wilderness", yet we are here discussing another land mass over and above the National Park System lands. Therefore wilderness might be a state of mind varying with the experience of the beholder. Is it solitude they want? Is it some rocks and ice or some trees and meadows? Is the wilderness experience dependent upon being able to say "I'm in the middle of 500 square miles of wilderness" or is the experience just the same if you are in the middle of a 20 square mile wilderness, or is it the same if you are on the edge of a wilderness? How many people use wilderness and how many of them ever get to the middle of a wilderness area? Those who cry out for more wilderness should provide data to quantify these needs and wants.

Many hearings have already been held on the issue of wilderness and decisions were made based on the oral and written input of concerned citizens. Impacts associated with changes in management principles were clearly identified and evaluated through the environmental assessments of the Forest Service through their Roadless Area Review and Evaluation. In retrospect, I

believe that there can be no doubt as to the sincerity and dedication of all who worked so diligently to bring about the final recommendations that were submitted to Congress.

Since this proposal was revealed it has been attacked in the press as being too little, and nothing but "rocks and ice" anyway. Are these the facts?

A publication prepared by the State of Wyoming "Wilderness Designation of Proposed Forest Service Rare II Areas: An Assessment of Economic Impacts", December, 1979 indicates that the grazing activity on the Gros Ventre tract involved 13,182 cattle AUM's and 1,346 sheep AUM's. Using a conversion rate of five sheep per one cattle AUM would provide for a total of 13,452 AUM's of grazing on 228,547 acres or one AUM per 16.99 acres. The Cloud Peak area was said to be supporting 8.059 cattle AUM's and 3,054 sheep AUM's. This would result in 8,670 AUM's on 157,900 acres or 18.21 acres per AUM. The publication indicates the Popo Agie information did not allow for a determination of the impacts. The DuNoir data indicates 17.26 acres per AUM in that area.

Thus we find that these proposed areas will produce one AUM of grazing per 17.46 acres. How does this compare to other areas? The U. S. Forest Service's "Annual Grazing Statistical Report, Use Summary, 1980" reveals that 628,162 AUM's were authorized to graze on 8,680,938 acres of Forest Service lands, excluding the National Grasslands in Wyoming, or 13.82 acres per AUM. It is therefore evident that the proposed additions to wilderness are not merely "rock and ice".

That conclusion then brings us to the question of whether this proposal will result in too little wilderness being designated. The Hammond Almanac, 1979 was used to determine the size of various U. S. cities. That information reveals that the amount of wilderness that already exists in Wyoming in square

miles is equal to the combined land areas of the cities of Chicago, Dallas, Miami, Atlanta, Baltimore, Tampa, San Francisco, Washington DC, Boston, Denver, Salt Lake City, Portland, Seattle, Charleston (SC), Newark, Albuquerque, Birmingham, Buffalo, Cleveland, New York City, Phoenix, San Diego, Omaha, Philadelphia, Memphis and Fort Worth. It is evident that the current wilderness in Wyoming is a large land area and that it is not just rock and ice only.

The Wyoming Wilderness Act of 1982 would, however, add additional lands equal in size to the combined land areas of the U. S. cities of Pittsburgh, Sacramento, St Louis, Louisville, Minneapolis, Cincinnati, Detroit, Milwaukee, Rochester, and Providence. These additions would bring the total wilderness land area in Wyoming to a total of over 4,100 square miles.

However, the press has reported that environmental groups are proposing to add about 2.4 million more acres to the wilderness in Wyoming. That would be about 3,750 more square miles of wilderness in this state and would be a land area comparable to the combined U. S. cities of Honolulu, Oklahoma City, Houston, Los Angeles, Indianapolis, New Orleans, Kansas City, San Antonio, and Columbus. The first six cities mentioned are the largest in land area in the UNITED STATES. If all of these proposals are enacted into law the total land area of Wyoming in wilderness areas would be about 7,900 square miles or over 8 percent of the land area of a fairly large state, or nearly 55 percent of the U. S. Forest Service lands in this state. That would be an area the size of Delaware, Rhode Island and Connecticut.

The Wyoming Wilderness Act of 1982 seeks to recognize the concerns about protecting designated wilderness areas from oil and gas development while releasing Rare II study areas to nonwilderness uses. Twenty eight and eight-tenths percent of the U. S. Forest Service lands in Wyoming would be in

wilderness if this act were enacted. It would seem that environmental leaders would recognize the generosity of those provisions of the Act that bow to their concerns.

While livestock grazing would still be allowed under wilderness management it is also known that this management will impose additional burdens on the permittee. These burdens will fall entirely on the permittee.

Page 2-34 of the previously mentioned State of Wyoming study indicates the User Costs per AUM on the Gros Ventre area would increase from \$8.47 to \$16.02. This then means that wilderness designation increases the cost of operation of livestock operators in that wilderness. Page 7 of that document reveals a grazing impact of \$924,507 if all the lands proposed by Rare II were designated as wilderness. If the current wilderness of 2.2 million acres were to have 479,367 acres added to it that would mean additional impact, but the thought of an additional 2.7 million acres being added is beyond reason.

Wyoming Farm Bureau policy states that "We feel there are already adequate lands in Wyoming declared as wilderness and primitive areas, therefore we oppose the designation of any additional lands as wilderness or primitive areas." Recognizing that the Wyoming Wilderness Act of 1982 resolves many issues once and for all we must admit that it is the best legislation available at this time. It provides for release of many acres that are currently held in limbo. Therefore, we believe this act strikes a balance of sorts; weighted, however, toward those who want more wilderness--but with release language for many acres of lands. We cannot support the bill if any more acres of wilderness are added. It has been shown that the land area we are discussing is as large as most of the major cities in the United States. The land area already in wilderness is larger than Delaware and Rhode Island combined. This act would add an area

equal to 62 percent of Rhode Island. This act would release a land area 53 percent the size of Maryland. If this act were amended to include those areas some environmentalists want included it would add an area 57 percent the size of Maryland--said amendment being completely unacceptable to the Wyoming Farm Bureau.

Wyoming should not be expected to provide the lion's share of wilderness for the nation. We, in Wyoming, should have the same opportunity to use the resources within our boundaries as others have. Crippling the livestock operator by increasing his cost of operating certainly cannot be good economics for the nation in the long-term. It is time that the uncertainty was taken out of the wilderness issue. It is past time for reason to rule.

While we discuss this issue another issue is being hotly debated in the Southern hemisphere. That debate revolves around what has been described as "barren, rocky, wind-swept, and icy" terrain. The Falkland Islands are home to 1,800 people and 700,000 sheep. The blockade there is comparable to the designation of wilderness here. If Argentina and Britain deem that area so valuable as to wage war over it then perhaps we should ask ourselves what we do when we designate millions more acres as wilderness. Are we blockading ourselves out of those areas? It is also interesting to note that the amount of wilderness proposed by the environmentalists would exceed the land area of the Falkland Islands by 1,700 square miles. Some might wonder why these issues are so intensely argued. Perhaps Britain and Argentina could tell us something about that.

Senator WALLOP. You know the motto in that area is, "Don't give up the sheep."

Jessie.

Mr. BOURRET. Thank you for that comment.

STATEMENT OF JESSIE BAKER, EXECUTIVE DIRECTOR, WYOMING WOOLGROWERS ASSOCIATION

Ms. BAKER. Senator Wallop and Congressman Cheney, thank you for letting me appear this morning.

I am Jessie Baker, executive director of the Wyoming Woolgrowers and also secretary of the Wyoming Public Lands Council. This testimony is offered on behalf of the Wyoming Woolgrowers Association.

Many times during the past few years the association has protested the designation of more forest land as wilderness. We have traditionally supported multiple use of public lands.

We continue to believe the multiple-use concept benefits all American people in the best possible manner. The renewal resources, grass for grazing, timber, and water should be harvested and put to good use. Nonrenewable minerals, including oil, coal, gas, and uranium, are essential to industries that furnish the essentials for Americans' well-being and comfort.

We protest the addition of lands in the Gros Ventre Wilderness Area, Bridger-Teton National Forest. The area is critical for timber harvesting and sheep and cattle grazing. Although existing grazing would be allowed, the designation as wilderness could disallow or make difficult the necessary support activities.

The designation of Sportsman Ridge as wilderness would remove 1 million board feet annually from harvest and would impact four full-time jobs.

Sponsors of the bill are to be commended for the release of lands for multiple use as set forth in sections 301 and 302. The RARE II process has held thousands of acres of forest lands in hostage, and this positive release action is long past due.

We also support section 502, which would give the President and Congress the authority to open wilderness lands to development if there is an urgent national need and that need outweighs the other public land—public values. There is no entity wise enough to foresee the possible adverse impact of today's legislation in the future.

Section 601 directs the Secretary of Agriculture to review all policies regarding livestock grazing in national forest wilderness areas in the State. And we can support that action unless it means another round of environmental assessments, environmental impact statements, hearings, and delays.

We fully support section 602, which retains the rights of the State of Wyoming with respect to water, wildlife, and fish.

We support section 603 which prohibits the creation of buffer zones around each wilderness area. All communities within a 75-mile radius of Dubois will suffer some impact from the existing and proposed wilderness areas, and buffer zones would add additional problems.

In order to gain our support for the Wyoming Wilderness Act, it must retain the release language, protection for Wyoming's water rights and jurisdiction over fish and wildlife, and livestock grazing

must be protected along with maintenance of stock water developments and water delivery systems.

In conclusion, we do strongly support the bill, and we certainly commend your efforts to get this going and hope it will progress with full speed.

Thank you.

Senator WALLOP. Thank you, Jessie.

Rob. This is Rob Robertson, Casper.

STATEMENT OF ROBERT M. ROBERTSON, CASPER, WYO.

Mr. ROBERTSON. Thank you, Senator Wallop, Congressman Cheney. I don't know if I will perform the function, but I will try.

My name is Robert M. Robertson. I reside at 1415 South David, Casper, Wyo. I have been a resident of Casper, Wyo., since I was born on September 11, 1924. My occupation is automobile and truck dealer.

I am appreciating this opportunity to present my view on the Wyoming Wilderness Act of 1982, not as an environmentalist nor as a commercial user of such properties, but as a taxpaying citizen who would like to have his opinion presented on the subject property, and I have an interest in it.

I classify myself as a conservationist, not an expert.

The thoughts I would like to present are arrived at from years of experience in most areas under consideration. My earlier experiences started in the early 1930's in a touring car from Atlantic City to Lewis Lake. The trail had bridges constructed by spanning the creeks with logs and covering them with small poles. I climbed Gannett Peak, with a lady who has been on Senator Wallop's staff, in 1937.

Since 1958 I have spent a week each summer traveling an average of 50 miles in the Wyoming and Yellowstone Mountains. I was walking in the Wind Rivers at the time NOLS had a high-density operation for a short period of time. I walked during the prime time of the summer and am constantly amazed at the few people I come into contact with.

The public Federal lands of Wyoming, of which we have an over abundant supply, are, in my opinion, for the use of all the United States. It would appear to be prudent to utilize these lands for the benefit of all, not just for the backpacker, whom I shall refer to as the elite, or the horse and mule packers, whom I shall refer to as the affluent.

There are many areas in the Wyoming wilderness that seem to have greater usage, such as the Tower of the Cirques in the Wind Rivers. However, that is insignificant when related to the whole amount of wilderness area. It would be illogical to argue that heavy usage exists in the wilderness areas and that old boundaries need to be expanded and new wilderness areas designated.

I as a taxpayer am pleased with the proposed bill, and I am delighted to see someone have the courage or sense to put an end to unending spending of money on studies that appear to lead to additional studies that exist with RARE II. The lands in RARE II were primarily managed as multiple use prior to RARE I. These lands today are in many ways removed from public use for too many years.

The proponents of RARE inform us that Wyoming will never again

have as much wild land as we presently enjoy. I agree with that statement. My understanding of the word "enjoy" is to take pleasure in or gratification from. One must be in these wilderness areas to enjoy.

The "we" refers to people who journey into the wilderness area to take pleasure in or gratification from the area. This restricts the use of these lands to those who will backpack in on horse or mule pack into these areas. This limits the use of these areas to the elite or affluent. My position is that a majority of the desirable forested and scenic areas with good water should not be preserved for a relatively small group of people.

The multiple-use concept benefits more people. I as a backpacker in multiple-use areas am not offended if a car drives up the road next to the stream while I am brushing my teeth and washing my face. I am not distracted from viewing the surrounding beauty when I venture upon a pump jack using a couple hundred square feet of space. I am not offended by a cowboy herding his stock off of the mountain before winter. If I were offended, it's very easy for me to change my route a little bit.

My observation regarding the commercial destruction of the area can be related to a trip up the North Fork of the Shoshoni last summer. That spring there had been floods in the area. The group I was with had an engineer and a geologist in it.

Upon viewing the tremendous—miles of tremendous destruction, a comment was made that the floodwaters destroyed more soil than the open pit mines of Wyoming. The geologist replied that this is the way of our planet, things are always changing; however, the area will regenerate.

During this walk there were two forest fires that were allowed to burn out. I have walked through burned areas and clearcut areas and observed healthy reforestation. Elimination of lands from RARE II does stop Mother Nature from destroying and regenerating, but it does allow—but—and it does allow utilization during the process.

I have 10 years experience on a park board. There was much privately owned lands in the area and the public was trespassing upon the public lands. We found that if access was provided to large areas, a majority of people would take good care of the available area.

I also realize that older people, blind people, and people with many types of handicaps enjoy the area. To me it is unconscionable to take such vast areas as are in RARE II and restructure to the elite and the affluent—

Senator WALLOP. Mr. Robertson, could you summarize? We are at 5 minutes.

Mr. ROBERTSON [continuing]. Yes, sir. Especially in view of the fact that we already have reasonable quantity of wilderness in prime areas.

Again, I state that the Wyoming Wilderness Act does many beneficial things for the people of Wyoming and the United States. It terminates RARE II and places those lands back into use. It concludes a wilderness deadlock placing a reasonable quantity of land into wilderness designation.

I commend Senators Wallop and Simpson and Congressman Cheney for your rational attempt to place reasonable prospective on these public lands.

Senator WALLOP. Thank you very much.

Dick, did you have anything?

Mr. CHENEY. No. I would simply like to thank the panel for their testimony this morning. I know many of you have been through the debate before. Sometimes it's difficult to get people to come back one more time and go through the wilderness RARE II debate again. But I do appreciate your willingness to come out so early and give us the benefit of your advice.

Senator WALLOP. You have my thanks as well. It is an early hour and we appreciate it.

The second panel: Bart Koehler of the Wyoming Wilderness Society; Mr. Keith Becker of the Wyoming Wildlife Association; Mr. Tom Wolfe of the Wyoming Outdoor Council; Mr. Cliff Merritt of American Wilderness Alliance, Denver; Bill Cunningham, regional representative, Wilderness Society; and Bruce Hamilton, Sierra Club.

What I will do is give you some warning in front of the 5 minutes so that you can make a concluding remark before it. And again, I will just go down the panel as they appear on the list.

Bart Koehler.

STATEMENT OF BART KOEHLER, LANDER, WYO.

Mr. KOEHLER. Thank you, Senator.

Good morning. My name is Bart Koehler, and I am currently living in Lander, Wyo. In the interest of time, I will skip the first couple of areas on background, since I am not a stranger to you folks at all.

I was incorrectly listed in the speaking list as speaking for the Wyoming Wilderness Society. I am currently working as a special consultant for the Wyoming Wilderness Association and as a coordinator of the Wyoming wilderness project.

Today, I would like to speak to you as gentlemen that I have known and worked with for a long time. And I will skip a little bit here.

I hope you have a chance to read a column that I wrote for the Casper Star-Tribune that appeared this morning. So, I won't go into alternative W and excessiveness and all that. But all that aside, I hope you will view our wild lands not in terms of square miles, but rather as living, breathing, and thriving natural ecosystems. They are more than scenery and much more than a boundary on a map.

I was pleased to hear the initial tone of the hearing this morning that we are willing to address controversial areas and, in particular, a place like the Granite Creek, Klondike Hill, Jack Creek, and the DuNoir.

I have a series of reports that I have handed to your staff that will refute the Forest Service reports, would refute contentions made by the industry spokesmen.

The first one is the so-called Bailey report which describes Sportsman's Ridge as unsuitable for logging and road construction; the 1981 Forest Service report on mountain pine beetles in the DuNoir, which states in the conclusion section that a mountain pine beetle problem does not exist within the special management unit. I urge you to review this entire report and the maps, and they have more maps than the Forest Service.

Also, I refer you to the DuNoir land use plan that came out in 1978, which said that designation of wilderness for the DuNoir would not

cause a loss of jobs in Dubois. And recently there have been some statements made about the massive development of the DuNoir.

There is a letter in there from a guy named "Jack Wager" who was a district ranger in the twenties, and he described the condition of the area. At the most there were 60 people living in the west DuNoir. Cross-cut saws were used for cutting timber. The dam was small and made of logs.

I think any statement that would try to eliminate the upper bases and essentially the lower areas is ridiculous.

I would like to submit this map as the alternative W map. You have numerous maps in your possession from the past. And I have a copy of the alternative W summary report for the record. You have your own copies in your offices.

Finally, your initial intention to withdraw wilderness areas from oil and gas and mining activities was good, but this resultant bare-bones bill is currently unacceptable. I don't want millions of acres of existing wild country to become victims of a hurriedly prepared bill or to fall prey to political posturing. And I don't think you do either.

I firmly believe that if this bill passes as is, that it will not resolve the RARE II issue, but it will instead create additional intents controversies.

I have one short insert here. I think you can follow that through. It deals with Winegar Hole and Teton Corridor areas. The Teton County testifier couldn't make it at the last minute. We think that these two areas are small and logical wilderness proposals adjacent to national parks and possess critical wildlife habitat for grizzly bear, wolverine, elk, moose, loons, and trumpeter swans. Conflicts are few. We feel these areas should be in the bill and, frankly, are amazed at their exclusion from the bill.

Today, we stand ready to work with you to make this a fine piece of legislation. However, as it stands now, we would be better off without this bill.

Secretary Watt manufactured the oil and gas wilderness crisis, and you can bet that he can unmanufacture the crisis with your sage advice.

I would like to invite you to review our slides out in the hallway and the slide show that's going on so our lands can talk with you.

I am afraid the Farm Bureau will be terribly disappointed, because there is no slides of Cleveland, Baltimore, Tampa, or San Diego.

Finally, you have a long day ahead of you. You have heard from me over the years, and you will see more of me as this process proceeds. I urge you today to listen carefully to the people who have traveled long distances at their own expense to be here on a working day to speak with you face to face.

It is good to see you all here, and I look forward to working tomorrow in the workshop in Riverton.

Thank you.

[The prepared statement of Mr. Koehler follows:]

HEARING STATEMENT

by

BART KOEHLER

on the "WYOMING WILDERNESS ACT OF 1982"

Casper, Wyoming--4/30/82

Good morning. My name is Bart Koehler, and I am currently living in Lander, Wyoming. For the record I have a M.S. degree in Outdoor Recreation Resource Management and Planning from the University of Wyoming. Over the years I have been a regional representative for the Wilderness Society, executive director of the Wyoming Outdoor Council, director of the Wyoming Citizen Lobby, and a college instructor. I have been directly involved with RARE I, RARE II, and the creation of Alternative W. I am currently working as a special consultant for the Wyoming Wilderness Association and as a coordinator of the Wyoming Wilderness Project.

Today, I would like to speak to you as gentlemen that I've known and worked with for a long time.

First of all, I sincerely hope that you will consider our Alternative W areas in detail. Alternative W seems to have been written off as "excessive"--since we hope to designate 2.4 million acres as wilderness. Yet, I feel that this bill is far more "excessive" with its release of 3.6 million acres. All that aside, I hope you will view our wildlands not in terms of square miles, but rather as living, breathing and thriving natural ecosystems. They are more than scenery and much more than a boundary on a map.

Secondly, do not avoid controversial areas. Please address resource conflicts with an attentive ear to concerned citizens and take the time to listen to the land and her community of life.

Third, I am hopeful that we can soon get past the rhetoric, and get down to details. In that light, I would briefly offer for the record a series of excerpts from Forest Service reports which directly refute contentions made by industry spokesmen:

- 1) The "Bailey Report" which describes the majority of Sportsman's Ridge as "highly unstable" and unsuitable for logging and road construction.
- 2) A 1981 report on Mountain Pine Beetles in the DuNoir which states in the conclusion section that "A Mountain Pine Beetle problem does not currently exist within the Special Management Unit..." I urge you to review this interesting report.
- 3) A page from a report I wrote for the House DuNoir hearings in 1978 which refers to the Forest Service land use plan statement that wilderness designation for

the DuNoir would not cause a loss of jobs in timber employment in Dubois.

4) There have been statements made recently that described the "massive" development of the DuNoir. Roads were wagon tracks, trees were cut by cross-cut saw, the dam was small and made of logs. For the record here are excerpts from a letter by Jack Wagar who was the Forest Ranger in the DuNoir during the 1920's.

Fourth, I would like to submit this state map for the record as the official Alternative W map. You have a number of detailed maps in your possession, but we would be very happy to provide you with additional detailed maps at your request. Also, I would like to submit this Alternative W Summary Report for the record.

Gentlemen, your initial intention to withdraw wilderness areas from oil and gas and mining activities was good--but this resultant bare-bones bill is absolutely unacceptable. I don't want millions of acres of existing wild country to become victims of a hurriedly prepared bill, or to fall prey to political posturing.

I firmly believe that if this bill passes as is, that it will not resolve the RARE II issue, but instead, it will only create additional intense controversies.

I have one insert here. At the last minute, I was asked to speak on the Winegar Hole and Teton Corridor areas, since our Teton County testifier couldn't make it. These two areas are small and logical wilderness proposals adjacent to National Parks and they possess critical wildlife habitat for a variety of species, including grizzly bear, wolverine, elk, moose, loons and trumpeter swans. Conflicts are few. These areas should be in this bill and we are amazed at their exclusion from this bill.

Today, we stand ready to work with you to make this a fine piece of legislation. However, as it stands now, we'd be better off without this bill. (Secretary Watt manufactured the oil and gas wilderness crisis, and you can bet that he can unmanufacture the crisis, with your sage advice.) I support Alternative W as a superior way to protect our wilderness heritage in Wyoming. I also would like to invite you to review our slides out in the hallway, so our lands can talk with you.

Finally, you have a long day ahead of you. You have heard from me over the years and you will see more of me as this process proceeds. I urge you today to listen carefully to the people who have travelled long distances at their own expense to be here on a working day to speak to you--face to face.

It's good to see you all here. Thank you.

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Senator WALLOP. Thank you, Bart. Just for the record and to restate it, maps will not be made a part of the record but will be in the committee files as supporting documents to the record.

Mr. KOEHLER. It's a collector's item. Thank you.

Senator WALLOP. Keith Becker.

STATEMENT OF KEITH BECKER, PRESIDENT, WYOMING WILDERNESS ASSOCIATION

Mr. BECKER. Mr. Chairman, Mr. Cheney, it's a real pleasure to address your committee, to have this opportunity to make this presentation.

I am Keith Becker, president of the Wyoming Wilderness Association. The association is a nonprofit organization dedicated to preserving what remains of Wyoming's magnificent wildlife and wild lands. Its members consist of farmers and ranchers, sportsmen, outfitters, blue-collar and professional workers, men, women and children who share a common belief that we are neither so rich that we can afford nor so poor that we need to sacrifice any more wild country.

Wilderness is a resource whose value has been escalated as a result of scarcity. Most States have to depend for wildlife and a wild land heritage on places like Wyoming where such still exist. Wildlife population has been pushed across the continent into the remote resources of the mountains.

Now we have quantified the remaining acres. By and large they exist at high elevation in rugged terrain. By happy circumstance, we still have some fairly productive sites at lower elevations which remain in a wild or near wild state. These areas, some large, some small, are the ones which scientists and wildlife biologists tell us are most critical for preservation. They serve as critical breeding and birthing, migration and wintering areas. They contain a species diversity far greater than high alpine zones.

If Wyoming is to provide for the inspirations, recreation and enlightenment of its own growing population as well as the needs of the Nation, then we cannot go on chewing up wild lands. Fortunately, most of our young people, nearly the entire scientific community and growing numbers of our adult citizenry understand this.

Clearly, wild lands, critical as wildlife habitat, watershed protection and pools of genetic diversity, cannot be mandated to timber harvest, minerals production, roads and rights-of-way without degradation of wildlife and wild land values.

This Nation and this State should not give up the wild lands of the • Franc's Peak addition to the Washakie because it might be underlain by oil and gas. Its value as game habitat, particularly winter range for elk and big horn sheep, in perpetuity is a greater resource. Scarring the grassy slopes of this magnificent area for a few days' extended petroleum supply would leave every future generation poorer.

The spectacular Middle Ford of the Wood River can go on providing the hunters of future centuries the same ecstasy as that of a young Shoshone Indian on his first hunt for the big horn in centuries past. But only if we recognize that a few mineral claims on low-grade ore bodies do not preclude wilderness designation of this Swiss Alp-like valley will that opportunity persist.

Similarly, will my children have an opportunity to fish for wild trout and watch the elk come down to drink from the lakes beneath the spires of the DuNoir valleys, or will they find only another lifeless and logged-out area such as Fish Creek and Union Pass.

I wish I could go on describing wild lands so enchanting and so important that it is hard to imagine such a crisis that those who know them would trade them for any kind of commodity production. I feel a real sense of nausea to think that we might sacrifice these remaining portions of our wild heritage for lumber for oversize resort second homes, for gasoline for motorcross and stock car races, for metals for demolition derbies and planes to sell to South American juntas.

There is strong and rational arguments for protecting every acre of land proposed for designation under alternative W. Clear alternatives exist to the commodity values involved. We believe, scientific opinion supports, and we think future generations will indicate the view that our remaining wild lands are a priceless vestige of primeval America. Wyoming's wilderness and wildlife, like Alaska's, is a national treasure.

I urge you gentlemen to accompany us on the ground, share these special lands and then make the Wyoming Wilderness Act an endowment to the 21st century instead of a gift to Texas oil billionaires and Louisiana timber barons.

Senator WALLOP. Thank you.

Tom Wolfe.

STATEMENT OF TOM WOLFE, ON BEHALF OF THE WYOMING OUTDOOR COUNCIL

Mr. WOLFE. Senator Wallop, Congressman Cheney, my name is Tom Wolfe. I represent the Wyoming Outdoor Council. I am also chairman of the Legislative and Forest Policy Committee, Colorado-Wyoming Chapter of the Society of American Foresters.

I am entering into the record copies of the Society of American Foresters' testimony regarding support for the following areas: Houston Park, Laramie Peak, the Platte River, Smoky Range, and the Encampment River.

Speaking now for the Wyoming Outdoor Council our board of directors has endorsed alternative W in 1979 at the end of the RARE II process. We reendorsed alternative W this spring and also pledged our support for the efforts of the Wyoming wilderness project.

Lacking the time to talk to you about each specific area, I will spend my allotment on your bill's release language, saving for later the comments I have gathered from hundreds of WOC members throughout the State.

For purposes of illustration, I will begin by noting the timber harvest trends on the Bridger-Teton National Forest. The statistics I will recite to you are provided by the Bridger-Teton staff.

The timber management plan of the Bridger-Teton has provided annual allowable cutting levels of between 26 and 34 million board feet since 1975. Before that time the cut levels were much higher. In the last 6 months, however, a disturbing pattern has emerged. Four offerings totaling 4.3 million board feet simply did not sell.

The major purchaser of Federal timber in the region, Louisiana Pacific, has requested three extensions of timber sale contracts entered into as long as 5 years ago. Two of these requests have been granted and one is still pending. The Louisiana-Pacific mill in Dubois has been down since last year.

Over in the Star Valley the mill is temporarily open to cut the backlog, but the woods operation is shut down.

The case I am building shows low demand due to poor markets. It has nothing to do with so-called locked-up timber not being available to a healthy, vigorous timber industry.

Given this, I have a hard time understanding the release language in your bill. Your call to release our national forests for large-scale timber harvest flies in the face of basic economics and basic commonsense.

Your release language defies good management logic and subverts the forest planning process now underway. For example, the principle of sustained yield means that timber harvest occurs at the same rate as timber growth. Economics tempers this biologic principle by directing it to the best sites for going and harvesting timber. Translation: A good deal of the area you want to release to multiple-use management is of such poor site quality that no economically sound timber harvest can or should take place there.

If you want to justify timber harvest on other grounds, such as aesthetics, grazing, recreation, water quality, water yield or wildlife management, then you should do so openly. But you should also submit this mix of true multiple-use management activities to economic analysis, and you should realize that all of the above uses are compatible with wilderness management, which is itself an officially recognized multiple use.

The problems with your release language are twofold. You mandate what you are calling multiple-use management on every acre not declared wilderness. Your intent seems to be to manage so as to forever remove from further wilderness consideration all the rest of Wyoming's national forests. By thus foreclosing management options, you place short-term economic game above economically efficient sustained yield, including the sustained yield of wilderness experience.

In short, you are subverting a process already underway, a process that both economics and commonsense make plain and inevitable. Wyoming's forests are better off managed for amenities rather than commodities, except under such special circumstances as excellent timber-growing sites.

Why are you doing this? Are you offering us a Wyoming wilderness bill suited to our State's harsh growing conditions, or are you blindly following the Reagan administration's line of immediate resource exploitation?

The second point follows from the first. Your proposals for release really amount to an order to a reluctant U.S. Forest Service to timber mine poor to marginal sites in areas where liquidation of old growth makes economic sense only if you do not take into account the costs of regenerating and managing a timber stand back to maturity.

Senator WALLOP. Tom, could you conclude, please?

Mr. WOLFE. Given a 100- to 150-year cutting cycle on our generally poor, cold sites, few responsible resource economists would endorse the management act you are in effect demanding of our professional resource managers.

I am entering into the record a copy of the Outdoor Council's comments on the proposed National Forest Management Act regulation changes. I believe that these changes in the regulations along with your severe release language mandate the kind of multiple-use management on nonwilderness areas in Wyoming that we have not seen in the past 20 years or so and certainly do not wish to see. Before you release most of Wyoming's national forest to this brave new world of multiple-use management as planned by the Reagan administration, you should pause to reflect on your positions as fiscal conservatives and the men who, more than any others, are responsible for mandating the long-term quality of life in Wyoming.

Thank you.

[The prepared statement of Mr. Wolf follows:]

(307)
635-3416

WYOMING OUTDOOR COUNCIL

P.O. Box 1184 1603 Capitol Cheyenne, WY 82001 April 30, 1982

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Senators Wallop and Simpson, Congressman Cheney.

My name is Tom Wolf. I represent the Wyoming Outdoor Council, a statewide conservation organization.

I am also Chairman of the Legislative and Forest Policy Committee, Colorado-Wyoming Chapter, Society of American Foresters. On behalf of the SAF, I will deliver a statement on the Wilderness Bill. Then I will speak on behalf of the Wyoming Outdoor Council. I am entering into the record copies of the SAF testimony, the WOC testimony, and a supplementary document.

The Wyoming Outdoor Council's Board of Directors endorsed Alternative W in 1979 at the end of the RARE II planning process. Our Board re-endorsed Alternative W this spring, and we also pledged financial and other support for the efforts of the Wyoming Wilderness Project.

The Wyoming Outdoor Council is disturbed by the tactics used in promoting this bill. When I met with Senators Wallop and Simpson in Washington at the time of the Bill's initial release, I urged you and your staff members to hold area-specific hearings throughout

Wyoming. I know that many others, whatever their concerns, have urged you to do the same. We all hope that the obvious inadequacies of today's proceedings will encourage you that you need to meet your constituencies on local grounds if you wish to receive useful information from us. Lacking the time to talk to you about each specific area, I will spend my allotment on your Bill's "release" language, saving for later the comments I have gathered from hundreds of WOC members throughout the state.

For the purposes of illustration, I will begin by noting timber harvest trends on the Bridger-Teton National Forest. My aim is to show you the kind of work your staff should be doing in drawing up a more reasonable version of a Wyoming Wilderness Bill than the one we see before us today.

The Timber Management Plan on the Bridger-Teton has provided Annual Allowable Cut levels of between 26 and 34 million board feet (MMBF) since 1975. Before that time, the cut levels were much higher. In the last six months, however, a disturbing pattern has emerged. Four offerings, totaling 4.3 mmbf, simply did not sell. The major purchaser of Federal timber in the region, Louisiana Pacific, has requested three extensions of timber sale contracts entered into as long as five years ago. Two of these requests have been granted, and one is still pending. The Louisiana Pacific mill in Dubois has been down since last year.

Over in the Star Valley, the mill is temporarily open to cut the backlog, but the woods operation is shut down.

The case I am building shows low demand due to poor markets. It has nothing to do with so-called "locked up" timber not being available to a healthy, vigorous timber industry.

Given this, I have a hard time understanding the release language in your Bill. There never has been and probably never will be a strong national demand for Wyoming wood products. Your call to release our National Forests for large scale timber harvest flies in the face of basic economics and basic common sense.

Your release language also defies good management logic and subverts the forest planning process now underway. For example, the principle of sustained yield means that timber harvest occurs at the same rate as timber growth. Economics tempers this biological

principle by directing it to the best sites for growing and harvesting timber. Translation: a good deal of the area you want to release to multiple use management is of such a poor site quality that no economically sound timber harvest can or should take place there. If you want to justify timber harvest on other grounds, such as aesthetics, grazing, recreation, water quality, water yield, or wildlife management, then you should do so openly. But you should also submit this mix of true multiple use management activities to economic analysis, and you should realize that all of the above uses are compatible with wilderness management, which is itself an officially recognized "multiple use."

The problems with your release language are twofold:

A. You mandate what you are calling multiple use management on every acre not declared wilderness. Your intent seems to be to "manage" so as to forever remove from further wilderness consideration all the rest of Wyoming's national forests. By thus foreclosing management options, you place short term economic gain above economically efficient sustained yield--including the sustained yield of wilderness experience. In short, you are subverting a process already underway, a process that both economics and common sense make plain and inevitable: Wyoming's forests are better off managed for amenities rather than commodities, except under such special circumstances as excellent timber growing sites. Why are you doing this? Are you offering us a Wyoming wilderness Bill suited to our state's harsh growing conditions, or are you blindly following the Reagan Administration's line of immediate resource exploitation?

B. The second point follows from the first. Your proposals for release really amount to an order to a reluctant United States Forest Service to "timber mine" poor-to-marginal sites in areas where liquidation of old growth makes economic sense only if you do not take into account the costs of regenerating and managing a timber stand back to maturity. Given a 100 to 150 year cutting cycle on our generally poor, cold sites, few responsible resource economists would endorse the management acts you are in effect demanding of our professional resource managers.

This leads me to my final point about "release". With your close ties to Secretary Watt, you cannot be unaware of his program to accelerate development of federal resources, whatever the cost to the future. Working with Mr. Crowell, now Assistant Secretary of Agriculture and formerly with Louisiana Pacific, Mr. Watt is proposing changes in the National Forest Management Act Regulations that make your release language seem all the more ill-advised.

These Regulations are due to go into effect this fall unless reason prevails. I am entering into the record copies of the Wyoming Outdoor Council's comments on these proposed changes, which I will briefly summarize. The burden of proof lies on you to show that these changes do not mean a new and devastating version of dominant use for Wyoming's National Forests.

The new Regulations:

- 1) Weaken interdisciplinary planning;
- 2) Restrict public access to Forest Service information and to the workings of the planning process, allowing for easier departures from sustained yield management;
- 3) Release the Forest Service from its obligation to explain the logic behind management decisions;
- 4) Substitute hazy economic terms like "net public benefit" for proven measures of economic efficiency like "present net value";
- 5) Weaken protection for wildlife;
- 6) Weaken unsuitability standards and provide less protection for marginal lands;
- 7) Weaken requirements for regenerating clearcuts;
- 8) Destroy ecologically sound programs to manage for a diversity of wildlife and plant species;
- 9) Eliminate from wilderness designation areas less than 5000 acres in size, even where such areas are contiguous to designated wilderness;
- 10) Eliminate the Integrated Pest Management program, throwing the Forest Service back into over-reliance on herbicides and pesticides,
- 11) Seriously undermine the expensive planning effort now

underway through the Resources Planning Act and the National Forest Management Act. The changes centralize decisionmaking in Washington, D.C., removing them from the Forest Supervisor level. The changes include lengthening the planning cycle from ten to fifteen years, making review and correction of obvious mistakes all the more difficult.

Before you "release" most of Wyoming's National Forests to this "brave new world" of multiple use management as planned by the Reagan Administration, perhaps you should pause to reflect on your positions as fiscal conservatives and the men who, more than any others, are responsible for maintaining the long term quality of life in Wyoming.

If you are working solely on the Reagan-Watt agenda, then you have the right bill already. Wyoming must bow to Washington, D.C. If you are working on a Wyoming agenda, then it is time to hunker down and make some changes in the Bill you have proposed. The burden of proof is on you to show us that you are working for Wyoming.

Senator WALLOP. Thank you.
Cliff Merritt.

**STATEMENT OF CLIFTON R. MERRITT, EXECUTIVE DIRECTOR,
AMERICAN WILDERNESS ALLIANCE**

Mr. MERRITT. Thank you.

Chairman Wallop, Representative Cheney, I am Clifton Merritt. I serve as executive director of the American Wilderness Alliance.

The alliance is a Colorado-based national nonprofit organization whose members are working to promote wise use of our Nation's decreasing wild lands, wildlife habitat, and wild river resources. My statement at this time will be short, but I would like to send to you for the hearing record a more detailed definitive statement.

Senator WALLOP. The record of this hearing will remain open for 2 weeks. We anticipate getting another hearing.

Mr. MERRITT. Two weeks, Senator?

Senator WALLOP. We anticipate another hearing in Washington.

Mr. MERRITT. Thank you.

I want to express our sincere appreciation to you for introducing the Wyoming wilderness bill and holding this important field hearing on the measure in Wyoming today.

Our Wyoming members and I are familiar with the areas included in your bill, as well as many other areas in the State that have been recommended by the U.S. Forest Service and other citizen groups for wilderness status.

As a native of the Rocky Mountains myself, I have visited on a number of occasions four areas listed in the bill: Cloud Peak, Popo Agie, Gros Ventre, and DuNoir. These certainly are important areas that have been waiting a long while for protective wilderness status. So, we are pleased that you have included them in your bill.

We are very pleased also that your bill withdraws from mining as well as mineral and geothermal leasing all designated wilderness areas in Wyoming. However, we are genuinely concerned that your bill does not adequately protect the irreplaceable wilderness, watershed, and wildlife resources in these four areas and exposes to development all other potential wilderness in the national forests of Wyoming.

The bill actually doesn't even come close to the modest U.S. Forest Service wilderness recommendation of nearly 1 million acres. In this regard, the American Wilderness Alliance supports the Wyoming citizens' wilderness alternative which would designate as wilderness approximately 2.4 million acres of undeveloped national forest lands in the State. My comments chiefly concern the effects of S. 2118 on Wyoming wildlife.

At this time I would like to emphasize that wilderness is not primarily for recreation. According to the 1964 Wilderness Act, wilderness shall serve, in addition to recreation, scenic, scientific, educational, conservation, and historical purposes and uses. And as so listed in the act, these uses and purposes are equal. Recreation is not considered foremost.

Wildlife biologists, and there are a number of them amongst us in our organization and some on our staff, are in overwhelming agreement that the principal cause of the decline of many wildlife popula-

tions in the United States today is the man-made destruction or alteration of their wild habitat. There is also widespread acceptance that several of the Wyoming species found in Wyoming require a wilderness area to prosper. Among the wilderness-dependent species in the State, Big Horn sheep, moose, mountain goat, grizzly bear, ptarmigan, and cutthroat trout. Excluding a number of recommended areas in your bill and releasing them to development will have an extreme adverse effect in our judgment on the wilderness-dependent wildlife in the areas.

For example, the Wyoming high lakes, Palisades and Deep Lake are the home of mountain goats. The threatened grizzly bear uses some of the recommended north Absarokas. Moose are found in some of these recommended additions as well. Big Horn sheep inhabit parts of the Popo Agie.

The Cloud Peak, Houston, and Platte Park areas are left out of your bill. 392,000-acre Gros Ventre roadless areas as well as Commissary Ridge and other national roadless lands is critical summer range for a large elk population which form the famed Jackson Hole herd.

In this regard we feel that the provision to set aside only 11,000 acres of the DuNoir area and closing logging roads to the public don't adequately safeguard the major elk herd which migrates to and from its winter range, Spring Mountain.

In consideration of this factor, the Forest Service recommended that 28,000 acres of the DuNoir be established as wilderness. In conjunction with the Wyoming conservation groups, we have suggested that approximately 40,000 acres of the area be given wilderness status. We are in agreement with the Big Horn citizen groups—

Senator WALLOP. Could you conclude?

Mr. MERRITT [continuing]. Which have recommended 282,000 acres in the Cloud Peak wilderness.

I therefore respectfully urge that S. 2118, as well as the companion House measure, be revised and expanded to include as wilderness areas included in the Wyoming citizens' groups Alternative W.

Thank you for the opportunity to comment here today.

[The prepared statement of Mr. Merritt follows:]

Statement of Clifton R. Merritt
 Executive Director, American Wilderness Alliance
 Before the Subcommittee on Public Lands and Reserved Water
 of the Senate Energy and Natural Resources Committee
 in regard to S. 2118, The Wyoming Wilderness Act of 1982
 in Casper, Wyoming, on April 30, 1982

I am Clifton Merritt, Executive Director of the American Wilderness Alliance. The Alliance is a Western-based national non-profit organization. Its members are working to promote the conservation and wise use of our nation's decreasing wilderness, wildlife habitat and wild river resources. The Alliance's headquarters are located at 4260 East Evans, Denver, Colorado 80222. In addition, we have field offices in Wyoming and Montana.

We greatly appreciate your introduction of S. 2118, the Wyoming Wilderness Bill, and for holding a field hearing on the measure in Wyoming today.

Our Wyoming members and I are familiar with the areas included in your bill. We are also acquainted with many other areas in the state that have been recommended by the U. S. Forest Service and citizen groups for wilderness status. As a native of the Rocky Mountains, I have visited several times the four areas listed in the Wyoming Wilderness Bill--Cloud Peak, Popo Azie, Gros Ventre and DuNoir. These are important areas that surely deserve wilderness protection. So we are pleased that you have included them in your bill.

We are pleased, also, that your bill prohibits mining, as well as mineral and geothermal leasing, in Wyoming's designated wilderness areas. These superb natural areas should not continue to be threatened with mineral development.

However, we are greatly concerned that your bill fails to protect adequately the irreplaceable wilderness, watershed and wildlife resources of the four areas that you would set aside. It also exposes to development all other potential wilderness in the national forests of Wyoming. S. 2118 does not even come close to the conservative Forest Service recommendations which would designate nearly one million acres as wilderness.

The American Wilderness Alliance strongly supports the Wyoming citizens' Wilderness Alternative, Alternative "W". Alternative "W" would establish as wilderness approximately 2.4 million acres from a total of nearly five million acres of undeveloped national forest lands in the state.

I would like to emphasize that a wilderness designation is not primarily for recreational purposes. In addition to recreation,

wilderness, according to the 1964 Wilderness Act, is intended to serve scenic, scientific, educational, conservation and historic public purposes and uses.

These comments especially concern the wildlife conservation aspects of wilderness and the Wyoming Wilderness Bill.

As the Forest Service stated in 1978, "Wyoming is noted as one of the top states in the United States for fish and wildlife, not only for the quantity available, but also for the quality and diversity of species."

Significantly, the Forest Service compiled a list of 29 wildlife species which people generally associate with wilderness-type environments. Twenty-two of these species are found in Wyoming. Among them are the elk, moose, grizzly bear, bighorn sheep, mountain goat, lynx, wolverine, mountain lion, eagle, ptarmigan, cutthroat trout, golden trout, grayling and, possibly, the wolf.

As early as 1933, Dr. Aldo Leopold, nationally recognized as an educator and the father of modern wildlife management, documented and established that, because of their special habitat needs, most of the aforementioned species were products of the wilderness. They simply do not prosper or survive without essentially a wilderness environment.

Again, all of the species I have just mentioned--with the possible exception of the wolf--are found in the undeveloped national forest lands of Wyoming which the Forest Service and conservation groups have proposed for wilderness status.

Wildlife biologists are in overwhelming agreement that the principal cause for the decline of many wildlife populations in the United States today is the man-made destruction or alteration of wild habitat.

Excluding a number of recommended wildernesses from your bill, as you have done, and releasing them to development will have an extreme adverse impact on the wilderness-dependent wildlife in the areas.

For example, the Wyoming High Lakes, Palisades and Deep Lake are the home of mountain goats. The threatened grizzly bear uses several of the recommended additions to the North Absaroka, Washakie and Teton Wilderness Areas. Moose are also found in some of these recommended additions and in numerous other roadless lands that the Forest Service and conservation organizations have proposed for wilderness protection.

Bighorn sheep inhabit parts of the Popo Agie, Cloud Peak, Platte River and Huston Park areas left out of your bill. The 392,000 acre Gros Ventre roadless area, as well as Commissary Ridge and other undeveloped and roadless national forest lands in Wyoming, is critical summer range for large elk populations. The elk that calve and summer in the Gros Ventre area form the famous Jackson Hole herd. S. 2118 excludes from wilderness a large part

the Gros Ventre wild country. This loss of undisturbed calving and summer range will have a major adverse effect on the Jackson Hole elk.

Moreover, the provision in your bill to set aside only 11,000 acres of the superb DuNoir area and close logging roads to the public do not adequately safeguard the major elk herd which calves in the area in the spring and migrates through the unit on its way to and from vital winter range at Spring Mountain. In partial consideration of this important factor, the Forest Service recommended that 28,000 acres of the DuNoir be established as wilderness. Together with the Wyoming conservation groups, we have urged that 40,000 acres of the area be given wilderness status.

We are in total agreement with the Bighorn Citizens' Committee, which includes several local ranchers, that the magnificent Cloud Peak area should encompass approximately 282,000 acres to protect adequately the outstanding wilderness and wildlife resources of the spectacular tract. Cloud Peak, too, is important habitat for large numbers of elk.

Wyoming is famous for its wildlife and big-game hunting. Hunting alone is a \$200 million industry in the state. This favorable and desired situation can continue to the end of time, as long as the quality, wild habitat is allowed to remain.

But Wyoming wildlife managers are gravely concerned that development which does not properly consider wildlife habitat requirements will cause the loss of much wildlife in the state. Alternative "W" would best protect the habitats of wilderness-dependent wildlife and provide present and future generations of Americans with a magnificent enduring wilderness resource. We have arrived at this conclusion carefully, with the benefit of much professional experience in wildlife and wilderness management on our staff and among our members. In our judgment, the value of wilderness protection over the long run will far outweigh any benefits that might accrue from speculative development of the 2.4 million acres of Wyoming's outstanding national forest wildlands that should be designated as wilderness.

We therefore respectfully urge that S. 2118, as well as the companion House measure, be revised and expanded to include as wilderness the areas listed in the Wyoming citizens' Alternative "W" proposal.

Thank you for the opportunity to present these comments.

Senator WALLOP. Thank you, sir.
Bill Cunningham.

STATEMENT OF BILL CUNNINGHAM, REGIONAL REPRESENTATIVE, WILDERNESS SOCIETY, HELENA, MONT.

Mr. CUNNINGHAM. Mr. Chairman, I am Bill Cunningham of Helena, Mont., regional representative for the Wilderness Society.

The Wilderness Society will not be presenting oral or written testimony at this time. However, in view of the fact that there are representatives of the oil, gas, and minerals industries scheduled to testify today, I would like to use my 5 minutes to read into the record the Sierra Club comments on the minerals section of the Wyoming Wilderness Act of 1982.

The Wilderness Society and the Sierra Club have been working closely together on the question of mineral development in wilderness, and we applaud the efforts of the Wyoming delegation to prevent leasing of the Washakie Wilderness and the exceptional leadership shown on the mineral question on wilderness areas. The Sierra Club comments follow.

We are pleased to see a part of the bill that deals with mineral withdrawal. Clearly our Nation's wilderness areas should not be available for claim staking and leasing.

We are also pleased to see that oil and gas exploratory drilling will be prohibited. However, we do feel that the mineral section is incomplete as presently constituted. We would like to see a prohibition of seismic exploration as well.

You might ask, who would want to use seismic work in a wilderness with no promise of ever getting a lease? Well, we wonder that question, too. A French firm, Consolidated Geophysics, has proposed seismic work in the Commercial Wilderness Complex in Montana where I come from, even though the area has not been leased.

We would also like to see a more creative way to deal with wilderness candidate areas that are presently leased. The delegation's approach seems to be to take all leased areas and to allocate them to nonwilderness uses. This is what has been done with the southern Gros Ventre, in the Little Granite Creek, Cache Creek areas, Greyback, Palisades, Commissionary Ridge, and wilderness additions. In all these areas the only significant conflict in most of the acreage is the possibility that oil and gas might exist in commercial quantities.

This is all highly speculative. The odds are that oil and gas will not be found in any significant amounts, but the bills assume that oil and gas development is the highest and best use of the land.

No attempt was made to try to exchange the leases in these areas to clear away this particular threat. No attempt was made as yet to insist that exploration activities be conducted in a manner to preserve the wilderness character. In fact, the release language seems to preclude the Forest Service from protecting the wilderness character of the land.

Under the provisions of the legislation, all these areas will be open for leasing, exploration, and development and cannot be considered for wilderness again for perhaps as long as 30 years. All this exploration may not produce a single barrel of oil or a single cubic foot of

natural gas. But if protecting the wilderness character of the land is not required, we can be assured that every one of these areas will be unsuitable for wilderness consideration 30 years from now.

We are also concerned that the Wyoming bill is too provincial in its approach to mineral withdrawals of designated wilderness areas. This is not just a Wyoming problem. Nationwide there are over 40 wilderness areas and literally dozens of wilderness candidate areas that are under oil and gas lease applications alone.

Interior Secretary James Watt has placed a moratorium of leasing wilderness only until the end of this Congress. We do not have time to do a State-by-State mineral withdrawal prior to the current 1984 deadline.

What is needed is a comprehensive national bill along the lines of the Wilderness Protection Act of 1982 by Congressman Burton, H.R. 5282.

We are also concerned about the interaction for the interface of the Wyoming Wilderness Act and the Wilderness Protection Act of 1982 proposed by Secretary Watt, H.R. 5603, which is sponsored by Representative Lujan. It appears that the Watt bill would open all wilderness areas in Wyoming to renewed leasing in the year 2000.

Also, the Watt bill would allow the President to open Wyoming wilderness areas during the 18-year moratorium if he feels there is an urgent national need.

In summary, the protection offered by the Wyoming Wilderness Bill may be quite shallow and meaningless if the Watt Wilderness Protection Act passes as well.

Senator WALLOP. Bill, could you conclude, please? Time.

Mr. CUNNINGHAM. Yes, sir.

If there is to be a national-need provision for opening up withdrawn wilderness areas, we would much prefer the carefully drafted language in the Wyoming Wilderness Bill section 502.

I do appreciate the opportunity to submit this testimony.

Thank you.

Senator WALLOP. Thank you.

Bruce Hamilton.

STATEMENT OF BRUCE HAMILTON, NORTHERN GREAT PLAINS REGIONAL REPRESENTATIVE, SIERRA CLUB

Mr. HAMILTON. Senator Wallop, Representative Cheney, I have been looking forward to this meeting for the last month. It's a pleasure to be here and talk to you.

My name is Bruce Hamilton. I am the regional representative of the Sierra Club. I live in Lander, Wyo., near the proposed Popo Agie Wilderness.

I am pleased to speak here. I hope this is the first of many exchanges we will have during the year.

I realize we might be adversaries on this issue, but I hope we can keep up a cordial working relationship. I am pleased we have a Wyoming State bill before us and we are not part of a national release as I feared earlier in the year. But the bill that you presented to us falls far short of what Wyoming deserves. We have the most outstanding wild lands and wildlife in the Nation. We are the envy of other States. But this is not excessive. This is where the wilderness is and this is where we should be proud to preserve it.

The Sierra Club supports Alternative W, all 2.4 million acres of it. It is a well-reasoned, environmentally sound alternative and not excessive. We urge you to examine it closely.

I will allow others today to speak about the specific points of Alternative W. Since I am probably the source of this nasty rumor that this bill development mandates that all areas be released, I would like to question that.

I think we are all tired of studies. I think we are all tired of debate. But the solution is not the kind of harsh release language that I see in your bill. This is not a question of mandating the structure of all released areas, as you mentioned, Malcolm, but it's a question of allowing nonwilderness development to occur in all released areas and making it extremely difficult to permit wilderness type or back country management of released lands.

While this may not be the intent of the delegation, and I hope it isn't it appears to be the practical result of this harsh release language.

The DuNoir will be cut, roaded, leased, and drilled under this kind of language. Little Granite Creek will be roaded and drilled, and parts of it cut.

True, not all release lands will be developed, but we will surely lose hundreds of thousands of acres of de facto wilderness. The release section of the bill says that all release lands shall be managed for multiple uses other than wilderness until and unless otherwise directed by an act of Congress. When coupled with the purposes section of the bill, section 102(b)(4), it says that these lands shall be made promptly available for nonwilderness uses, including, but not limited to—and I will just list some of them—campground and other recreation site development, timber harvesting, intensive range management, watershed and vegetation manipulation, oil and gas exploration and leasing and minerals locations and development.

The Sierra Club is also firmly opposed that prohibits consideration of wilderness in future forest plans until after December 31 of the year 2000. On the surface this appears to be an 18-year prohibition on wilderness consideration, a time we consider unduly long. In practice it will be at least a 30-year prohibition, a time we consider intolerable.

Look back at how drastically Wyoming has changed in the past 30 years and try to look 30 years in the future and imagine how much more wilderness we may lose in that amount of time.

How do we come up with 30 years when it's only 18 years between now and the year 2000? Well, Assistant Agriculture Secretary John Crowell has decided that forest plans will be rewritten every 15 years. So the forest plan in the State of Wyoming will come out in the year 1983-84. And, so, the first round of updates will occur in 1997, 1998, and 1999. Those are all before your prohibition on reconsideration of wilderness runs out.

When read together, it appears that this language would preclude wilderness type management for any area with any development potential that is not designated wilderness. Look at the Teton Corridor, for example, a roadless area sandwiched between Grand Teton and Yellowstone Park, the John D. Rockefeller Parkway and the Teton Wilderness. There is a lot of timber in that area. Under this bill, the Forest Service appears to be required to respond to any proposals to cut and road the area. The area shall not be managed to protect its

wilderness character, section 302. It is to be promptly available for timber harvesting, section 102. And the fact that it is the missing Keystone in the greater Yellowstone Park and wilderness complex is not to be considered, section 603.

We feel the language in the purposes section should be clarified to indicate that wilderness type management of released areas is not precluded.

We also feel that release language in section 302(b) should be amended by striking the severe prohibition on wilderness type management and inserting in its place a provision that released lands need not be managed for the purpose of protecting their suitability for wilderness designation. There is a big difference between saying you shall not manage these areas for wilderness and you need not manage these areas for wilderness.

So, the second round of updating doesn't occur until the year 2012, 2013, and 2014. Three decades from now is the first time people will be able to go into the Forest Service and request reconsideration of wilderness.

During these three decades developers can come in any day with new plans for roads, mines, oil leases, timber sales and by law the Forest Service is required to consider those developments. Under Crowell's directives, the Forest Service will even examine the declassification of existing roadless areas, but Wyoming citizens will get a deaf ear if they propose an additional single acre of wilderness. They are prohibited by law from considering any additional wilderness until after that year 2000.

Senator WALLOP. Bruce, could you conclude?

Mr. HAMILTON. The only relief will be to go back to Washington, D.C., and convince the Congress. This in my mind is New Federalism at its worst.

Well, I thank you for this opportunity to speak, and I hope in Riverton or elsewhere we can continue with dialog on release and reach some kind of agreeable compromise.

[The prepared statement of Mr. Hamilton follows:]



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STATEMENT OF BRUCE HAMILTON
NORTHERN PLAINS REGIONAL REPRESENTATIVE
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BEFORE THE PUBLIC LANDS SUBCOMMITTEE
OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
ON S. 2218 AND H.R. 5625, "THE WYOMING WILDERNESS ACT OF 1982"
CASPER, WYO., APRIL 30, 1982

Sen. Wallop, Sen. Simpson, Rep. Cheney, and staff of the committee. My name is Bruce Hamilton. I am the Northern Great Plains Regional Representative of the Sierra Club and I live and work in Lander, Wyo., near the edge of the proposed Popo Agie Wilderness. The Sierra Club is a national conservation organization with about 300,000 members nationwide and over 600 members in Wyoming. I am pleased to present testimony on the Wyoming Wilderness Act of 1982.

Wyoming conservationists and wilderness advocates all across the country have been eagerly anticipating this day for decades. Ever since the early part of this century when the wilderness concept was first articulated by Forest Service employees such as Aldo Leopold and Bob Marshall there has been a constituency to provide wilderness protection for unique tracts of national forest land in Wyoming. When the Wilderness Act passed Congress in 1964, primitive areas like Cloud Peak, the Popo Agie and the Stratified were considered for wilderness, and the act required a thorough study of these areas and a report to Congress on their suitability for wilderness designation. During the late 1960's and early 1970's Sierra Club members and other conservationists conducted detailed surveys of the primitive areas and surrounding de facto wilderness and made recommendations, which were sent to the Congress and the Forest Service. During the Congressional debate over the creation of the Washakie Wilderness Sierra Club members and other conservationists proposed the inclusion of the DuNoir Basin in the wilderness and finally agreed to the creation of a DuNoir Special Management Unit as an interim classification until total wilderness protection could be secured. During the debate over the Fitzpatrick Wilderness we pushed for wilderness for the Whiskey Mountain area and ultimately agreed to the creation of a Whiskey Mountain Primitive Area with the understanding that the area would be managed to enhance the bighorn sheep herd

and to protect it from the inroads of civilization. During RARE I and RARE II we were deeply involved in the roadless area inventory process--recommending the most deserving areas for wilderness designation. Out of all this history a citizen conservationists' alternative for wilderness preservation of de facto national forest wilderness has emerged. We call it "Alternative W."

The Sierra Club feels that Alternative W is a carefully researched, balanced, ecologically sound proposal which would preserve the best of Wyoming's wilderness heritage while allowing for continued economic growth and development. Of the roughly 4 million acres of roadless de facto wilderness on the national forests in Wyoming, Alternative W would designate about 2.4 million acres as wilderness and dedicate 1.6 million for non-wilderness uses.

It is our firm belief that wilderness is the highest and best use of the 2.4 million acres contained in Alternative W. Multiple use management can and will continue in wilderness--hunting, grazing, fishing, recreation and other multiple uses are protected by the Wilderness Act and will continue. Certain "dominant" single uses of the national forest, such as clearcutting and mining, should be excluded. But for the most part the lands in Alternative W offer little timber and mineral potential and the lands best serve present and future generations by being left in their natural state.

The Wyoming Wilderness Act of 1982, as drafted and introduced by the Wyoming delegation, is an overwhelming disappointment. It falls far short of the wilderness legislation that we had all been hoping for and working for. It is much less than Wyoming, Wyoming citizens and the nation deserve. Wyoming has some of the most outstanding wilderness left in America. Climbers, hikers, hunters, fishermen and other outdoor enthusiasts flock to Wyoming or dream of coming to Wyoming because this is where the best of the last of our wilderness heritage can be found.

The Wyoming Wilderness Act of 1982 proposes to designate 479,367 acres of wilderness out of the over 4 million acres of de facto wilderness on Wyoming national forests. S. 2218 and H.R. 5625 also contain some of the harshest release language ever to surface in a national wilderness bill--language that would preclude a future generation of Wyoming citizens from even considering additional wilderness designations until well into the next century. The bills contain some promising language on mineral development in wilderness--but they fail to address the national crisis facing the entire National Wilderness Preservation System. In summary, the bills are a severe disappointment--legislative vehicles that fail to meet the challenge. Unless the bills are modified significantly we must oppose them. In their present form, they would destroy more de facto wilderness than they would protect.

WILDERNESS RECOMMENDATIONS

The bills before Congress would create four new wilderness areas--Cloud Peak, Popo Agie, DuNoir and Gros Ventre. All of these areas are presently protected by administrative designations. (Cloud Peak and Popo Agie are primitive areas, DuNoir is a special management unit and the Gros Ventre is an Administration endorsed wilderness.) The boundaries of all four proposed wilderness areas are grossly inadequate.

The Cloud Peak proposal includes just the primitive area and the Seven Brothers addition. The delegation bill would protect less than half of the RARE II acreage and the primitive area. In most places, the delegation boundary starts at tree line and goes up. Fragile, vulnerable, ecologically vital lower country is systematically excluded from the bill. Alternative W would offer protection to the lower country as well as the peaks.

The Popo Agie proposal is another high alpine rock and ice boundary. Here the delegation rejected the Forest Service's RARE II recommendation to include Atlantic Canyon, Silas Canyon and the Roaring Fork Basin in the wilderness. Again, less than one half of the primitive area and RARE II acreage are offered protection. The scenic and popular Middle Fork of the Popo Agie is a noticeable omission. The Alternative W boundary includes the Popo Agie Falls on the Middle Fork--a frequent destination for hikers of all ages. There is no mineralization or timber conflicts within the Alternative W boundary. The only conflict is with a handful of snowmobilers and trail bikers who have plenty of adjacent non-wilderness land much better suited for motorized recreation. If the crippled or the aged can't use wilderness areas, as the anti-wilderness forces claim, maybe it is partially because wilderness boundaries are all too often set back eight or ten miles from the nearest road.

The DuNoir boundary in the delegation bill is perhaps the most disappointing. Here the bill severs the 28,000 acre special management unit and dedicates 11,100 acres of near vertical cliffs to wilderness while devoting the heart of the DuNoir--the trout streams, the elk calving areas, the lakes and all the black forests--to the chainsaw, the bulldozer and the drill rig. Former Congressman Teno Roncalio once called the DuNoir the most deserving area in Wyoming for wilderness designation. At the Forest Service hearings on the DuNoir there was overwhelming support for at least a 34,000 acre wilderness. Much has been said about the bark beetle problem in the DuNoir. This natural occurrence is not a serious problem worth altering a wilderness boundary. It's not like the bark beetle will invade surrounding non-wilderness lands from its DuNoir stronghold--the DuNoir is the last uncut basin in the whole Upper Wind River country!

The Sierra Club finds the provisions in the bill dealing with road closures in the DuNoir to be a poor substitute for wilderness. Timber harvesting and oil and gas activities may leave the roads in place and regularly used for decades. Besides, the idea behind wilderness is to protect wild country--it's not just a way to insure road closures. The Sierra Club supports a full 42,000 acre DuNoir addition to the Washakie.

Lastly, we find the boundaries of the proposed Gros Ventre Wilderness equally lacking. The most controversial areas--Kinky Creek, Cache Creek, Little Granite Creek, Jack Creek, Klondike Hill--are all left out of the delegation's proposed boundary. Again the wilderness is primarily rock and ice. The prime and vulnerable big game habitat of the Upper Green River country is all excluded. The delegation acreage (228,547 acres) is about half that proposed for wilderness by the Game and Fish Department (435,320 acres). The Sierra Club supports 392,000 acres to provide protection to the lower country as well as the high peaks.

In addition to rounding out the four areas proposed by the delegation, the Sierra Club feels that there are many other deserving wilderness candidate areas in the state. These areas are outlined in the "Alternative W Summary Report," which I am attaching to this statement. I request that the summary report be made an official part of the hearing record and that the Sierra Club be put on record in support of wilderness designation for all of the Alternative W areas.

RELEASE PROVISION

The release provision of the Wyoming Wilderness Act of 1982 is one of its most disturbing aspects. It is our concern that the release language can be read to mandate development of all areas not designated wilderness and to preclude wilderness-type management for all areas not designated wilderness. While this may not be the intent of the delegation, nonetheless, it appears to be the practical result of this harsh release language.

The release section of the bill (section 302(b)) says that all released lands "shall be managed for multiple uses other than wilderness, until and unless otherwise directed by an Act of Congress." The "purposes" section of the bill (section 102(b)(4)) says that released lands shall "be made promptly available for nonwilderness uses, including, but not limited to, campground and other recreation site development, timber harvesting, intensive range management, watershed and vegetation manipulation, oil and gas exploration and leasing, and minerals location and development."

When read together, it appears that this language would preclude wilderness-type management for any area with any development potential that is not designated wilderness.

What will happen to an area like the Whiskey Mountain Primitive Area which is presently under oil and gas lease application? Under the provisions of this bill it is stripped of its primitive area status, it is not given the same withdrawal protection provided the wilderness areas, and it appears that it is to be made "promptly available for...oil and gas exploration and leasing..." Clearly this is not the intent of the delegation, but it may be the unfortunate result of the bill.

Or look at the Teton Corridor--a roadless area sandwiched between Grand Teton and Yellowstone Parks, the John D. Rockefeller Parkway and the Teton Wilderness. There's a lot of timber in that area. Under this bill the Forest Service appears to be required to respond to any proposals to cut and road the area. The area shall not be managed to protect its wilderness character (section 302), it is to be promptly available for timber harvesting (section 102), and the fact that it is the missing keystone in the Greater Yellowstone park and wilderness complex is not to be considered (section 603).

We feel that the language in the purposes section should be clarified to indicate that wilderness-type management of released areas is not precluded.

We also feel that the release language in section 302(b) should be amended by striking the severe prohibition on wilderness-type management and inserting in its place a provision that released lands "need not be managed for the purpose of protecting their suitability for wilderness designation." There should also be a provision allowing for management to protect the wilderness character of any lands that are recommended for wilderness in future forest plans.

The Sierra Club is also firmly opposed to the provision of the bills that prohibits consideration of wilderness in future forest plans until after Dec. 31, 2000. On the surface this appears to be an 18 year prohibition on wilderness consideration--a time period we feel is unduly long. In practice it will be at least a 30 year prohibition--a time period that is intolerable. Look back at how drastically Wyoming has changed in the past 30 years and then look 30 years into the future and wonder if any wild country will be left for wilderness consideration.

How do we come up with 30 years when the year 2000 is only 18 years away? Well, Assistant Agriculture Secretary John Crowell has decided that forest plans will be rewritten (updated) every 15 years. The initial plans for Wyoming forests are scheduled for completion in 1982, 1983, and 1984. The first round of updates will occur in 1997, 1998 and 1999--all within the prohibition on reconsideration of wilderness. The second

round of updates will be in 2012, 2013 and 2014--so for three decades or more there will be no reconsideration of wilderness.

During these three decades developers can come in every day with new plans for roads, mines, oil leases and timber sales and, by law, the Forest Service is required to consider them. Under Crowell's directives the Forest Service will even examine the declassification of existing wilderness. But Wyoming citizens will get a deaf ear if they propose a single additional acre of wilderness--the local Forest Service will tell the local citizens that they are prohibited by law from considering any additional wilderness. The only relief will be to go to Washington, D.C. and convince the Congress. Is this the new federalism in action?

MINERAL WITHDRAWAL

We are pleased to see a part (section 401) in the bills that deals with mineral withdrawals. Clearly our nation's wilderness areas should not be available for claim-staking and leasing. We are also pleased to see that oil and gas exploratory drilling will be prohibited (section 501(b)). However, we feel that the minerals section is far from complete.

We would like to see a prohibition on seismic exploration, too. You might ask who would want to do seismic work in a wilderness with no promise of ever getting a lease. We wonder, too. But we note that a French firm, CGG, proposed seismic work in the Bob Marshall wilderness complex in Montana even though the area was not leased.

We would also like to see a more creative way to deal with wilderness candidate areas that are presently leased. The delegation's approach seems to be to take all leased areas and allocate them to non-wilderness. This is what has been done with the Southern Gros Ventre (Little Granite Creek-Cache Creek), Grayback Ridge, Palisades, Commissary Ridge, Salt River Range, and the Bridger Wilderness additions. In all these areas the only significant conflict in most of the acreage is the possibility that oil and gas might exist in commercial quantities. This is all speculation, the odds are that oil and gas won't be found in significant amounts, but the bills assume oil and gas development is the highest and best use of the land. No attempt was made to try to exchange the leases in these areas to clear away the threat. No attempt was made to insist that exploration activities be conducted in a manner to preserve the wilderness option--in fact the release language seems to preclude the Forest Service from protecting the wilderness character of the land. Under the provisions of the bills all these areas will be open for leasing, exploration and development and

cannot be considered for wilderness again for perhaps 30 years. All this exploration may not produce a single barrel of oil, but if protecting the wilderness character of the land is not a requirement, we can be guaranteed that every one of the areas will be unsuitable for wilderness consideration 30 years from now.

We are also concerned that the Wyoming bill is too provincial in its approach to mineral withdrawals of designated wilderness. This is not just a Wyoming problem. Nationwide, there are over 40 wilderness areas and dozens of wilderness candidate areas under oil and gas lease application alone. Interior Secretary James Watt has placed a moratorium on leasing wilderness only until the end of this Congress. We do not have time to do a state-by-state mineral withdrawal. What is needed is a comprehensive national withdrawal bill along the lines of the Wilderness Protection Act of 1982 (H.R. 5282) introduced by Rep. Phil Burton.

We are also concerned about the interface of the Wyoming Wilderness Act and the Watt Wilderness Protection Act of 1982 (H.R. 5603) sponsored by Rep. Manuel Lujan and Wyoming's own Rep. Dick Cheney. It appears that the Watt bill would open all Wyoming wilderness to renewed leasing in the year 2000. Also, the Watt bill allows the President to open Wyoming wilderness areas during the 18-year moratorium if he feels there is an "urgent national need." In summary, the protection offered by the Wyoming wilderness bill may be quite hollow if the Watt wilderness "protection" act passes, too.

If there has to be a "national need" provision for "unlocking" withdrawn wilderness areas we much prefer the carefully-crafted language in the Wyoming wilderness bill (section 502). Frankly, no national need is going to arise so quickly and require such swift action that the President can't find time to get the concurrence of Congress. If there is an immediate shut off of some vital supply remote, rugged, untested, unexplored wilderness areas can't offer any instant relief. By the time a wilderness area was declared open by the President, leased, explored and developed the "crisis" probably would have passed. Short term interruptions requiring immediate action without Congressional review are best met by a strategic petroleum reserve--not by granting extraordinary powers to the President to open wilderness areas.

Thank you for this opportunity to testify. The Sierra Club is prepared to work with you to correct the deficiencies in the bills. We are pleased to see a statewide approach to wilderness, rather than a national release approach (H.R. 5603, S. 842, H.R. 4047). However, we feel the present bill has a long way to go before it will be acceptable to the people of Wyoming. Wyoming citizens and all Americans deserve a more balanced approach to wilderness preservation. Thank you.

Senator WALLOP. Thank you.

Dick, do you have anything?

Mr. CHENEY. No. I would simply like to thank all of you for coming this morning. As one who spends a lot of time drafting the release language that's in the bill, I don't take umbrage at your comments. I do think it's important to emphasize, because as Malcolm mentioned in his opening comments, it's not the intention of the delegation to mandate that areas that are not included as wilderness should be developed or clear cut or roaded. We do have an interest in pursuing perhaps the kind of alternative that Senator Turner mentioned earlier.

We would anticipate that some of the areas that would be released would nevertheless be preserved in their roadless state as a method of preserving wildlife values or watershed or other values that obviously would be important.

One final point that I guess I would make: If we have a difference, it may lie in our area of perception of the Forest Service. And I have great confidence in their professionalism, and I think we make a mistake if we let the debate fall into the trap of assuming that the only choices are wilderness or development. Obviously there are a variety of options within that, and I think we would like to pursue those options as we develop the legislation.

So, I would like to thank all of you for testifying.

Mr. HAMILTON. If I could respond just briefly.

Mr. CHENEY. Sure.

Mr. HAMILTON. One of the concerns is in that purposes section that I cite. It then lists the kind of things that the land shall be made promptly available for, and they are all intensive management, intensive grazing management, intensive timbering, and the like. There is nothing in there that says any of this act shall preclude the Forest Service from managing the areas as a back country primitive roadless area.

Mr. CHENEY. That's an issue we ought to address as we move through.

Senator WALLOP. As one additional comment, I think I would say that watershed management is not an intensive practice, quite to the contrary. I just want to reiterate what Dick said, both to thank you all for taking the time to come and participate in this. And as I said before, all your statements will be included in their entirety in the record, and to reiterate again both the delegation's flexibility as to boundaries. So I would tell you I doubt seriously that we would ever accommodate all of alternative W, and I doubt seriously looking at Bart Koehler's face, that you would expect that we would. There is flexibility. And the delegation appreciates your expressed concerns with regard to the release language.

It certainly was not the intent and I do not believe that it can be read as you have read it. But inasmuch as you have, we will certainly look at the recommendations you have made with regard to it to see to it that it is not the effect that the only thing that can take place is immediate saws and dozers.

Mr. HAMILTON. I hope here that we are building a record so that will be made clear even if this language stays.

Senator WALLOP. Thank you all very much. And inasmuch as we have now been here for 2 hours, we will declare a 5-minute recess.

[Recess taken.]

Senator WALLOP. We will call the subcommittee back to order.

If those in the audience could please take their seats or carry conversations outdoors.

It is of little consolation, my friend, that we have only 94 more witnesses.

Could we please have order in the hall. Stop the conversations so that we can get on with this. As I was just explaining, there are only 94 more witnesses.

Next is the panel of David Schaenen; president of the Rocky Mountain Oil & Gas Association; Rick Robitaille, executive director of the Petroleum Association of Wyoming; Marvin Keller, Independent Petroleum Association of Mountain States; Gerry Rupp, vice president of Minerals Exploration Coalition; Bobb Byron, Independent Producers Association of America.

Gentlemen, we welcome you here. All your statements will be included in their entirety, and anything that you can do by way of accommodating our 5-minute rule will be much appreciated.

Dave Schaenen.

STATEMENT OF DAVID SCHAENEN, PRESIDENT, ROCKY MOUNTAIN OIL AND GAS ASSOCIATION; ACCOMPANIED BY RICK ROBITAILLE, EXECUTIVE DIRECTOR, WYOMING DIVISION

Mr. SCHAENEN. Mr. Chairman, my name is David Schaenen. I am here as president of the Rocky Mountain Oil & Gas Association, known as RMOGA.

With me is Rick Robitaille, who is the executive director of the Wyoming Division of RMOGA.

With your approval, we would like to combine our two testimonies into one and be allowed to combine our allocated time so we will shorten it as much as possible.

RMOGA is a trade association which is comprised of 800 individuals and companies, large and small, in the petroleum industry operating throughout the Rocky Mountain west. In Wyoming our membership accounts for more than 90 percent of the petroleum production, over 90 percent of the wells drilled and employs approximately 30,000 Wyoming residents.

I am pleased to be here on behalf of the RMOGA to share our comments on S. 2118 your Wyoming wilderness bill, and on the issue of wilderness area management. Our membership has deliberated at great length of the issues of wilderness withdrawal, the release language and the treatment of wilderness areas. The majority of our membership are represented by our decision to appear before you today in support of this bill.

The issue of oil and gas leasing in wilderness areas is not an isolated matter of development versus nondevelopment. It is an issue involving national energy needs, economic vitality, environmental protection, and our future way of life.

This is not a question that should be treated simply as an emotional issue of good against bad or ruin against permanent protection, all or nothing, as it has been portrayed. I think we all recognize that in some cases emotionalism has often preempted reason in this debate.

We recognize the controversial nature of this issue, and we certainly respect the views of those who are truly concerned for conservation

and environmental protection, and we share these objectives. We are very sensitive to the need to safeguard our wild lands and in the past have demonstrated our desire and ability to do so.

However, we are also cognizant of this country's energy problems, of our present economic dilemma, our very precarious dependence on foreign supplies, and of the slow pace with which we are proceeding toward development of alternate energy sources. These factors cannot be excluded from thoughtful deliberation on the question of developing our Nation's mineral resources. The balancing of conservation and development goals can and must be established.

We recognize the tremendous amount of effort which has been put forth by the Wyoming delegation in an obvious attempt to reach a politically palatable solution to this extremely difficult issue. We applaud these efforts and, for the most part, feel that this bill is a balanced measure which, if enacted in its current form, with one change in the release language will end the emotional turmoil over the treatment of Federal wilderness and roadless lands in the State of Wyoming.

For these reasons, RMOGA is supporting S. 2118. We recognize several very worthwhile aspects of the proposal which we both believe deserve our very strong endorsement. I'm specifically referring to the release language contained in the bill, a long-needed resolution to the serious problem of lands semiwithdrawn from mineral entry because of continuing mineral review and study.

We enthusiastically support, one, an end to the uncertain status of these RARE II lands; two, the prohibition of the judicial review of the RARE II final environmental impact statement; and three, the prohibition of further statewide wilderness studies in Wyoming unless expressly authorized by Congress.

Indeed, we feel this language should be adopted in a national bill so that every State can benefit by its solution to the de facto problems of nonwilderness areas.

With your permission, I would like to take a moment to comment specifically on the wilderness management question and its proposed solution to this legislation.

Wilderness designation was originally intended to preserve a relatively limited amount of land substantially in its natural state in order to provide opportunities for our citizens to enjoy primitive and unconfined recreation. The wilderness system has grown from the original 9 million acres in 1964 to some 80 million acres today, an increase of almost 800 percent. It's evident that wilderness designation is no longer being used only to set aside special natural areas. It's become a mechanism for removing millions of acres of land from multiple uses, including mineral development.

Legislation which embodies the beliefs that there are still ample lands to be explored outside wilderness areas, that oil and gas operations would impair wilderness characteristics and that these areas can be placed off limits until an emergency is declared and then be immediately developed to save the day requires immediate consideration.

On the first point, it's important to recognize that there is a diminishing land base on which oil and gas exploration can occur. Man contend that there are millions of acres of land under lease or which could be leased where we could focus first. The fact is we know of no open area outside designated wilderness with any reasonable po-

tential for oil and gas deposits which have not already been explored or where industry is not currently exploring or attempting to lease and explore.

If we are to find new energy reserves, we must explore in areas of favorable geology, not simply in noncontroversive or nonsensitive areas.

While no one knows with any degree of certainty the extent of the mineral values contained in wilderness areas, what knowledge we do have indicates a very high potential for the existence of oil and gas resources in some of these areas. A thorough inventory of the subsurface, however, cannot be performed without actual drilling.

The second point regards the impact of our operations in wilderness areas. The notion that opening public lands for the search of minerals will desecrate their environmental values is simply not accurate. The sophisticated nature of today's exploration and rehabilitation techniques combined with stringent environmental controls makes operations in sensitive echo systems far more justifiable and acceptable than ever before. We have demonstrated that we can operate in sensitive areas without permanent impairment of environmental values.

The third belief is that spur-of-the-moment exploration and development activity in wilderness areas can create a viable and meaningful response to an emergency situation or crisis is not true. Lead time for oil and gas exploration and production in frontier areas with difficult terrain can range from 3 to 8 years. If production is found, the transportation facilities necessitate an additional period of time which could be as long as 3 years for a major pipeline or even longer depending upon its location and the proximity of other facilities.

It is simply unrealistic to maintain that should an emergency situation occur and wilderness areas be opened up to mineral activity as a national necessity, that mineral development in these areas can in any timely way respond to that crisis.

We believe that inclusion of an emergency position—emergency provision in legislation could be misleading inasmuch as it conveys to the public a false impression that something can be done in a very short time in the event of an emergency to rectify the premature closure of these areas.

Withdrawing Wyoming's wilderness areas from potential production of oil and gas and other resources is also one other limit placed on this State's financial resources by the Federal Government. Let us not forget that when we talk about limiting exploration and production, we are also talking about limiting jobs, taxes, schools, and another measure of personal freedom.

At the same time we acknowledge the many good features in the legislation before us today, features which we would more enthusiastically endorse in a bill of national scope. I am specifically referring to the language on buffer zones and in sections 302 (a) and (c), which is most appropriate. Endless litigation has for the past several years resulted in continued withdrawal of RARE II lands from mineral entry pending further study and congressional action.

In addition, roadless areas in the RARE II program have been off limits to mineral development while they have been studied and restudied for more than a decade, beginning with RARE I. We support

the provision in section 302(b) which release to multiple use all non-wilderness lands, ending the uncertain status of some 3.6 million acres in Wyoming until the year 2000.

We strongly recommend, however, that permanent release of non-wilderness lands be substituted in the bill's language in lieu of the year 2000.

Senator WALLOP. David, two times are up. Could you conclude, please?

Mr. SCHAEENEN. All hight. OK.

In closing, let me emphasize that we are sensitive to the concerns expressed by those here today, and we fully appreciate the environmental values that everyone wants to protect.

I live in Montana, and I am as cognizant of these values as anyone. We believe that the protection of the Nation's wild lands are indeed important. We also believe that preservation must be balanced with other national goals and needs.

Mr. Chairman, we thank you for giving us the opportunity to appear here.

Senator WALLOP. Thank you. Marvin Keller.

STATEMENT OF MARVIN KELLER, VICE PRESIDENT FOR WYOMING, INDEPENDENT PETROLEUM ASSOCIATION OF THE MOUNTAIN STATES

Mr. KELLER. My name is Marvin Keller. I am an independent geologist here in Casper. I am also vice president for Wyoming for the Independent Petroleum Association of the Mountain States, also known as IPAMS.

Our organization represents about 1700 independent oil and gas operators, geologists, landmen, and related oil field service companies operated in the Rocky Mountain area.

I am appearing here today in support of S. 2118, the legislation for Wyoming wilderness as proposed by the Wyoming congressional delegation. There are many features of this legislation that many of our members are not in agreement with, such as the ban of future exploration in existing wilderness areas and the creation of additional wilderness areas. But as concerned and rational citizens, we realize that on an issue as emotional as this, that there have to be compromises and that not everyone will come away completely satisfied.

We believe that it is absolutely imperative that the problems addressed by this legislation be finally resolved. The Forest Service lands in this State have been tied up for far too many years by the RARE I and II programs and the de facto wilderness that has resulted from these programs.

The costs of these delays have been staggering to the many users of the Forest Service lands, such as timbering, grazing, mining, and oil and gas exploration. We believe that we have studied and restudied all these areas long enough and it is now time to finally resolve this problem.

In reply to our fellow citizens in the environmental groups I must make this comment. Many beautiful and scenic areas of Wyoming have remained beautiful since long before there were any environmental movements. These areas will continue to be beautiful long after all of us have passed away.

There are now in place many safeguards to insure that anyone operating on the forest lands will act in a proper and responsible manner. I don't believe that anyone wishes to lay waste or rape the scenic areas of this State. We live here in Wyoming and we have just as much love and appreciation of the values as anyone else in this State.

I would like to thank you, Senator Wallop, Congressman Cheney, for the opportunity to appear today.

Senator WALLOP. Thank you very much, Marvin.

Gerry Rupp.

STATEMENT OF GERALD E. RUPP, VICE PRESIDENT, MINERALS EXPLORATION COALITION

Mr. RUPP. Thank you, Mr. Chairman.

Senator Wallop, Congressman Cheney, my name is Gerry Rupp. I am vice president of the Minerals Exploration Coalition, which is headquartered in Denver, Colo. The Minerals Exploration Coalition is a nonprofit trade organization founded in 1979 by professional mineral exploration geologists who are concerned with the serious consequences of local, State, and Federal public land-use policies.

The coalition is dedicated to providing land-use planners, professional minerals exploration geologists, and government decisionmakers with current, factual assessment of land-use issues, problems, and opportunities.

And exploration geologists have a responsibility of finding the raw mineral products to supply our Nation's resource needs. Our concern is that exploration is being restricted on an increasing percentage of the public lands. We believe one of the key policy questions in designating wilderness areas should be, what is the mineral potential of the land being considered for wilderness?

The U.S. Geological Survey has conducted 103 mineral surveys in wilderness areas since passage of the Wilderness Act of 1974. The Minerals Exploration Coalition has taken this published information together with the designated and proposed wilderness boundaries and produced a book that illustrates the mineralized areas' relationships to wilderness boundaries. And we have submitted that portion of the book which deals with the State of Wyoming for the hearing record.

MEC wishes to commend the Wyoming delegation for the care devoted in drawing the proposed mineral boundaries. From a mineral potential point of view, care seems to be taken. The areas designated for wilderness in this bill appear to have low mineral potential based on the information available to us at this time.

MEC has testified on a number of occasions that the concept of wilderness is not being criticized. However, we feel that the decision to place an area in a restricted category should be made with as much consideration to the tradeoffs being made as possible.

We are also pleased that the bill provides for release of lands not designated wilderness through multiple-use status. This should help reduce the uncertainty involved with these lands.

A principal concern with the bill is the immediate withdrawal pursuant to title IV of the wilderness areas for mineral entry and development. This would eliminate the compromise agreed to in section 4(d)

(3) of the Wilderness Act, and the remaining two field seasons during which a company might prove up its claims between now and 1984 would vanish.

We believe that the threat of disruption of wilderness values by mineral exploration has been greatly overemphasized. Mineral exploration can take place in designated wilderness or in study areas under reasonable regulatory controls with little or no adverse impact on the lands' wilderness characteristics or potential.

Continued access to allow for the gathering of information as to what resources are or might be available on these lands is crucial. Only in this way can reasoned choices be made in the future on which areas should be preserved in a primitive state.

Mr. Chairman, we thank you for the opportunity to present our testimony this morning.

[The prepared statement of Mr. Rupp follows:]

Statement of

Gerald E. Rupp, Vice-President
Minerals Exploration Coalition

MR. CHAIRMAN, SENATOR SIMPSON and CONGRESSMAN CHENEY, my name is Jerry Rupp. I am Vice-President of the Minerals Exploration Coalition, from Denver, Colorado. The Minerals Exploration Coalition is a non-profit trade association, founded in 1979 by professional mineral exploration geologists who are concerned with the serious consequences of local, state, and federal public land-use policies. The Coalition is dedicated to providing land-use planners, professional minerals exploration geologists and government decision-makers with current, factual assessments of land-use issues, problems and opportunities. We are grateful for the opportunity to be here to present our views and to comment on S.2118 and H.R. 5625, the Wyoming Wilderness bill.

Exploration geologists have the responsibility of finding the raw mineral products to supply our nation's resource needs. Exploration is an ongoing study and is the "land-intensive" part of the mining cycle, with actual mining being more "capital-intensive." We want to stress that less than three-tenths of one percent (0.3%) of the nation has ever been disturbed by mining; and exploration, even in its wide-ranging phases, is conducted with minimal surface disturbance. Our concern is that exploration is being restricted on an increasing percentage of the public lands. In 1968, mineral development was formally prohibited or severely restricted on less than 20 percent of federal lands. The recently released Reagan Administration "National Materials and Minerals Program" points out that between 40 and 68 percent of federal land is now closed to mineral exploration and development. With this in mind, let's turn to the legislation at hand.

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MEC commends the Wyoming Congressional Delegation for the care and attention devoted to drawing the proposed wilderness boundaries. MEC has testified on a number of occasions that the concept of "Wilderness" is not being criticized; however, we feel that the decision to place an area in a restricted category should be made with as much consideration to the trade-offs being made as possible.

One of the key policy questions is: "What is the mineral potential of the land being considered for wilderness?" The U.S. Geological Survey has conducted 103 mineral surveys in wilderness areas since passage of the Wilderness Act in 1964. The Minerals Exploration Coalition has taken this published information together with the designated and proposed wilderness boundaries and produced a book that illustrates the mineralized areas' relationships to wilderness boundaries. (We are submitting that portion of the book dealing with the State of Wyoming for the hearing record.)

For instance, the Gros Ventre has phosphate rock and recoverable by-product potential. The Clouds Peak, Popo Agie, and Dunoir additions have minimal mineral potential. We feel these boundaries represent a balance between the preservation of areas for wilderness and the need for raw materials for our industrialized nation.

We are concerned, however, with the "picture" presented by the Washakie Wilderness Area. Both industry sources and U.S.G.S. studies indicate a high potential for economic mineral deposits within the Washakie. Considering past and present exploration activity and the presence of known mineralized areas and alteration similar to known deposits, the area warrants further exploration efforts to determine the full mineral potential.

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All too often the only question asked of Congress is: "Why aren't more of the roadless areas included in the wilderness system?" An interesting insight is gained by reading a portion of an article written by Brock Evans appearing in the Idaho Law Review (1980 - 16 Idaho Law Review 389): "As of January 1, 1980, a total of 19.3 million acres (0.84% of the United States, including Alaska) were part of the Wilderness Preservation System. The best available inventories indicate that approximately 137.9 million more acres could possibly qualify under the terms of the (Wilderness) Act." If that potential is reached, 21.3 percent of all federal land, which is equivalent to the states of Wyoming and Montana, would be removed from mineral exploration and potential production.

The March 19, 1982 issue of High Country News, states that the Wyoming Wilderness Association's "Alternative W" calls for 2.5 million acres of new wilderness in Wyoming: five times the amount recommended by S.2118 and H.R.5625, and 2.8 times the amount recommended by the Forest Service. According to figures compiled by the American Mining Congress, total Wyoming wilderness following enactment of this legislation would be 2,673,670 or 28.8% of all National Forest land in Wyoming (4.2% of the total state acres.) And then Congress must still address the question of which Bureau of Land Management areas should be preserved as wilderness. The latest figures we have on file indicate that potentially 582,000 acres of BLM land in Wyoming could be included in the National Wilderness Preservation System.

The "open-ended" ability for an area to be included in the wilderness system, even if earlier studies had recommended the area for non-wilderness management, should be modified.

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A degree of certainty needs to be introduced into the National Forest Planning process; special studies on roadless areas' wilderness characteristics have been ongoing since 1964. The planning process now in place and conducted on a forest-by-forest basis needs the flexibility to go forward without duplicating the special consideration for wilderness designations conducted in the roadless area review and evaluation programs (RARE and RARE II). We are pleased that the bill addresses this concern by providing for release of lands not designated wilderness to multiple use status. The "release" language provisions in S.2118 and H.R.5685 are not the same as those contained in the wilderness bills passed in 1980, so we now are faced with two different sets of rules. National release bills have been stalled in committee because the wilderness advocates want a "quid pro quo"--additional wilderness for release language. Because these bills would classify an additional 479,367 acres as wilderness, maybe this bill could be amended to contain the national release provisions embodied in S.842 or H.R.4047.

A principal concern with the bill is the immediate withdrawal, pursuant to Title IV, of wilderness areas from mineral entry and development. This would eliminate the "compromise" agreed to in Section 4(d)(3) of the Wilderness Act, and the remaining two field seasons during which a company might prove up its claims between now and 1984 would "vanish." We believe that the threat of disruption of wilderness values by mineral exploration has been greatly over-emphasized. Mineral exploration can take place in designated wilderness or in study areas, under reasonable regulatory controls, with little or no adverse impact on the lands' wilderness characteristics or

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potential. The acreage that ultimately may be developed for energy or mineral resources will be a very small fraction of the total acreage available for wilderness designation. Continued access to allow for the gathering of information as to what resources are or might be available on these lands is crucial. Only in this way can reasoned choices be made in the future on which areas should be preserved in a primitive state.

Public land issues have been surrounded in controversy; and there are no simple solutions. We hope that by sharing our thoughts and the facts on the mineral potential in wilderness areas with you today that the ultimate decisions will result in good public policy.

Thank you.

Senator WALLOP. Thank you, Mr. Rupp.
Bob Byron.

**STATEMENT OF ROBERT O. BYRON, WYOMING VICE PRESIDENT,
INDEPENDENT PETROLEUM ASSOCIATION OF AMERICA**

Mr. BYRON. Mr. Chairman, Congressman Cheney, I would like to make one correction, which is the association that I am representing today. It's the Independent Petroleum Association of America rather than the Independent Producers Association of America.

My name is Robert O. Byron. I reside at 3239 Monta Vista Drive, Casper, Wyo.

I am testifying today as Wyoming vice president of the Independent Petroleum Association of America, which has 11,000 plus members, and also as a member of the IPAA Public Lands Committee.

Thank you very much for the opportunity to appear before your subcommittee today to testify on S. 2118, the Wyoming Wilderness bill.

We wish to go on record in support of S. 2118 even though we do not fully agree with it in its entirety. I think many of these things have been alluded to already. We do find it to be an acceptable bill under circumstances as they exist today.

The oil and gas industry has been prevented by environmental extremists groups from any exploration, drilling, development, and production activities in wilderness and further planning areas since 1964, even though the Wilderness Act of 1964 specifically allows these activities.

We feel it is now time to get on with business at hand of becoming more self-sufficient in oil and gas—we are still importing approximately one-third of our crude oil needs—instead of protecting narrow interests such as wilderness.

It should be pointed out that oil and gas activities can exist and are compatible with any of the multiple-use activities, even wilderness. And this point has been proven over and over and over again in many areas of the world, not just the United States.

To repeat, the Independent Petroleum Association of America and its public lands committee supports S. 2118, the Wyoming Wilderness bill as it is now written. However, if even one amendment is allowed to be made to the bill, then we will have to review the bill in its amended form, because we do not want to be put back into the same position that we have been in for the past 18½ years.

Again, Mr. Chairman and Congressman Cheney, thank you very much for the opportunity to submit these comments to your subcommittee. And if you have any questions, I would be most happy to try to answer them.

Senator WALLOP. Thank you very much.

Dick, question or comment?

Mr. CHENEY. I would simply like to thank all of you for being here this morning. We appreciate the fact that the bill obviously has some features in it that not everybody will find attractive, but that you have been willing to look at it as a balanced package and try to assess what its overall impact will be. And we do want to thank you for taking the time to testify.

Senator WALLOP. You have my thanks as well to you for coming down, and as well as, Rick, your entire statement will be put in the record.

Next is the panel of Tom Daugherty, Wyoming Wildlife Federation; Sterling Evans, the Casper Regional Representative of the Sierra Club; Floyd Schneider, Wyoming Wildlife Federation; Edward Strader, Wyoming Wildlife Federation, and John Barlow of the Wyoming Wildlife Federation.

The first is Tom Daugherty.

STATEMENT OF TOM DAUGHERTY, PRESIDENT, WYOMING WILDLIFE FEDERATION

Mr. DAUGHERTY. Thank you, Senator Wallop and Congressman Cheney.

My name is Tom Daugherty, and I am president of the Wyoming Wildlife Federation. I guess somewhat to cut the seriousness of this and to somewhat separate the cloud that sometimes encompasses a person that belongs to a conservation organization, I want both you gentlemen to know that I even voted for you in the last election.

Senator WALLOP. You may not be the one that counts.

Mr. DAUGHERTY. That's very accurate.

Mr. CHENEY. That's no great concession given the quality of my opponent.

Mr. DAUGHERTY. To go on with this, the Wyoming Wildlife Federation, the State's oldest and largest conservation organization, has honored me with the privilege to present this statement to the Wyoming congressional delegation reflecting its position on the Wyoming Wilderness Act of 1982.

This position statement is a product of careful study of all available data and careful consideration of the input provided by individual and affiliate members of the Wyoming Wildlife Federation. This statement is subject to final approval of the full board of directors of the Wyoming Wildlife Federation at its June 12 and 13 meeting but should be considered final unless amendments have been received by your office no later than June 25, 1982.

Since the passage of the Wilderness Act of 1964, the State of Wyoming and its citizens have been involved in the review process of Wyoming's wilderness lands. Beginning in 1977, we have been extensively involved in an effort to identify those undeveloped and roadless land areas within our national forest system that meet wilderness criteria and to determine their present and potential uses for both wilderness and other resource development.

On January 4, 1979, the U.S. Forest Service, the principal agency charged with the responsibility of reviewing all applicable data and conducting public review hearings, rendered its decision, with its final environmental impact statement, those areas that have met the criteria for wilderness designation recommendation.

In the selection of these area, the U.S. Forest Service was charged with the responsibility of providing a well-rounded wilderness system that would provide the opportunity for other multiple-use management and development as well as provide our Nation's and State's share of the wilderness preservation system.

The Wyoming Wildlife Federation believes that the U.S. Forest Service has met this responsibility with its 1979 wilderness recommendations. For this reason, the Wyoming Wildlife Federation would recommend that the 1979 U.S. Forest Service decision be adopted and enacted into law with the following additions which are due to overwhelming public support given to these areas for inclusion in our wilderness system during the RARE II public reviews: The west slope of the Tetons, Palisades East, South DuNoir, Huston Park, Commissary Ridge, Greyback Ridge, Whiskey Mountain Primitive Areas, with a special provision that would allow the Wyoming Game and Fish Big Horn sheep management access.

We also feel compelled to address the buffer zone concept, those areas of protective perimeters or special management areas around designated wilderness areas. We have noted in the Wyoming wilderness bill that you have prohibited this concept.

Because of the lack of data on this concept, the Wyoming Wildlife Federation does not have a steadfast position on this buffer zone concept. But we would encourage the congressional delegation to be sensitive to providing some sort of special management protection procedures to those areas identified as the type that additional protection is warranted.

The Wyoming Wildlife Federation would like to applaud the congressional delegation for its proposed protection of our wilderness system by withdrawing all new and existing Forest Service areas in Wyoming from the operation of the mineral leasing laws, thereby prohibiting oil and gas exploration, drilling, and development, except in the case of a national emergency.

In conclusion, the Wyoming Wildlife Federation would like to thank the congressional delegation for this opportunity to address them, but we do feel that there are many people within this State who may not have had the opportunity to present their thoughts and statements due to the geographical location and/or the timing of this one single hearing. We would encourage the delegation to have several hearings throughout the State on a weekend or evening hearings to maximize the possibility of input from your constituents.

The concept of preserving a small portion of the State lands that—
Senator WALLOP. Could you conclude, please, Tom?

Mr. DAUGHERTY. OK. This is the last of it, anyhow.

The concept of preserving a small portion of our State's lands which provides that special characteristic which enables one to truly identify with God's creation in a way that can only be felt when in the presence of wilderness, not being told about that experience in future history books, is what Wyoming wilderness is all about. For this reason, we strongly urge the congressional delegation to diligently review these recommendations in this statement so that our children and future generations of children may have this opportunity.

The small amount of oil, gas, and minerals—

Senator WALLOP. Tom, excuse me. Conclude. I am giving you an extra minute.

Mr. DAUGHERTY. I will conclude by saying the risk involved is just not worth losing this bit of our heritage.

Senator WALLOP. Thank you very much.

Sterling Evans.

STATEMENT OF STERLING EVANS, ON BEHALF OF THE OREGON TRAIL CHAPTER, SIERRA CLUB

Mr. EVANS. Mr. Chairman, Congressman Cheney and other speakers and observers in this hearing, my name is Sterling Evans representing the Oregon Trail Chapter of the Sierra Club, of which I also serve on its council. I am a teacher at Casper Natrona County High School.

I am opposed to the Wyoming congressional delegation proposal entitled "The Wyoming Wilderness Act of 1982." Overall, it is by millions of acres shy of what the bill should include. I will be talking about that a little bit below.

It will only establish wilderness areas in rocky, cliffy, or above-timberline tundra areas, which ostensibly illustrates three significant shortcomings on wilderness understanding by the delegation.

Shortcoming No. 1: A lack of understanding of integral ecosystem biology. It's nice to have rocky or tundra areas protected. But without protection of adjacent woodlands, meadows and lake areas, the balance of nature would be significantly upset, i.e., elk migration, Big Horn sheep habitat, et cetera. Much has already been said on that matter this morning.

Shortcoming No. 2: A lack of acknowledgement of aesthetic significance. First of all, I wish to say that everybody at this hearing this morning could have been present at our last chapter meeting last Monday night where Bart Koehler showed an interesting slide presentation of lands that would be axed under this proposal. There are also slides out in the foyer that you can see.

One gentleman also alluded to that it will be appealing to the emotions. I would like to set the record straight that we are not appealing to the emotion, rather reality. Those would be areas that would be axed if this resolution would be passed.

The delegations' refusal to include woodlands, lake areas, et cetera, represents their obvious denial of the natural beauty of the below-stated areas. The wording in said bill unequivocally corroborates this: "All nonwilderness lands in Wyoming shall be managed for uses other than wilderness," which, of course, brings our attention to analysis No. 3.

Shortcoming No. 3: An obvious affinity with big business. The aforementioned quotation in their bill can only signify the delegations' condoning of oil, gas, and timber companies to exploit the natural resources in those areas, which would, of course, deleteriously affect the biological ecosystem and natural aesthetics.

Now, specifically, the bill is disadvantageous because it has no provision for wilderness designation for the following land areas: The Teton Corridor, the Teton West Slope, the Gros Ventre, including Cache Creek, Little Granite Creek, Horse Creek area, and lands adjacent to the elk refuge, and the Palisades near the Snake River Canyon.

Much has already been said about these areas by Governor Herschler's representative and other speakers this morning.

More importantly, the bill would also release for nonwilderness uses the following: the remainder of the DuNoir special management unit, the Glacier Primitive Area on Whiskey Mountain, RARE 2 areas that have already been specified for wilderness by the Carter administration.

An alternative is needed. I wholeheartedly endorse and support the plan entitled "Alternative W" proposed by the Sierra Club and other conscious environmental groups. This proposal would ensure safety from exploitation for Wyoming's most valuable natural resource—her beautiful, pristine wilderness areas.

Much has and will be said on why these lands should and must be preserved as wilderness areas, including ecological and humane reasons. These areas would be within 5 hours of population centers such as Casper, Cheyenne, and Billings, so that we can show our children the last remnants of what undisturbed natural beauty is.

Oliver Wendall Holmes so poignantly stated, "Every man can make mistakes, but it argues an infirmity of character to adhere to it when discovered."

Gentlemen, let's not adhere to that mistake of excluding millions of valuable wilderness acres from a wilderness proposition. Oppose the so-called Wyoming Wilderness Act of 1982 and opt for the specifications of alternative W.

Thank you for this opportunity to express my views and the views of the Oregon Trail Chapter of the Sierra Club in Casper.

Senator WALLOP. Thank you for your comment.

Mr. EVANS. I was wondering, I have an employment conviction. Would it be all right if I left the panel?

Senator WALLOP. Yes.

Mr. EVANS. Thank you very much.

Senator WALLOP. Floyd Schneider.

STATEMENT OF FLOYD SCHNEIDER

Mr. SCHNEIDER. Thank you, sir. I have this written testimony here on the Wyoming wilderness.

Senator Malcolm Wallop and Mr. Chairman, the proposed alternative W wilderness boundaries in the Upper Green and Hoback drainages were laid out in 1978 and 1979. It was with much care that myself and other individuals evaluated these boundaries.

Careful consideration was given to streamflow, quality of water, and annual sustained streamflow. Upper intermittent tributaries where erosion was most prevalent had a low-silt load level. Streams at lower elevations that carried an annual sustained yield of water also carried a prolific aquatic population.

Streambanks are stable, soil erosion is low, silt loads are at very acceptable levels.

Intermittent patches of old stand timber of diverse species has minimum carrying capacity for cavity users or dwellers, especially winter residents, both resident and migratory. The chickadee and woodpecker are heavy users during winter months. It is from under the bark of old mature timber that wintering bird life can find insects to maintain proper body heat when snow levels are many feet deep.

I would like to present the following thoughts for your consideration: That I believe strong efforts be made at all levels of government and society to protect wildlife habitats; that at current levels through depletion of old timber stands wintering bird life has reached a critical stage; that the loss of 50 percent or more of old timber has substantially reduced a viable habitat—now, this is on the Bridger-Teton—

that there is no way that the private landowner can be forced to provide habitat for wildlife, and that it is the responsibility of governing officials of America to provide for our country's viable self-sustaining wildlife population; that there never needs to be a time when a species of wildlife population is threatened; that perhaps 80 percent of the carrying capacity for wintering of wildlife in the Green River drainage has been lost; that through occupation and settling of the lower regions and depletion of timber in the higher elevations continues to remove critical habitat; that with this knowledge I present to you, the latest threat to summer wildlife habitat which will create more stress-related problems—

And, incidentally, who needs roads or road closures? This is what I am talking about, Senator Wallop, Representative Cheney. It is the three-wheeled tundra bike. There is no way that this unit can be stopped from anywhere in the forest system. There is no way. Road closures, who needs them? Trail bikes, these things go right by a trail bike.

This is part of American as Japanese industry, a product of. Then I will go on to finish.

That large areas should be left available to wildlife, large enough that they have escape cover from man and his machines. There are a few remaining areas in the Bridger-Teton that carry a viable wildlife population; that these areas are a narrow band of timber that lie between the prairie and the rock and ice of the mountain tops; that with these thoughts, I present Alternative W in the Upper Green River and the Hoback River adjacent to the Gros Ventre mountain range; that is, beginning at Red Bluff and including all of Kinky Creek on the east end of the Gros Ventre, going south and southeast to include all of Klondike Hill, then south to Rock Creek Buttes to include all of Twin Creek, the head of Twin Creek, Jack Creek, pass Creek, the head of North Fisherman Creek to Tin Can Park, then west to West Shoal Creek, then north to Granite Springs hot springs and then southeast to Cream Puff Peak, then west to—I have lost it—sorry. But it terminates close to the Hoback Junction and then on north. And I think that this would be south and part of the west and pretty much the east boundaries of the Gros Ventre.

Now, going north—

Senator WALLOP. That is time. We would be happy to have that detailed description put into the record, if you would supply that.

Mr. SCHNEIDER. Could I meet with you tomorrow about this? Would that be all right?

Senator WALLOP. Well, I think what we need for the record is a description—

Mr. SCHNEIDER. Detailed map?

Senator WALLOP [continuing]. Of the—as you have just described it, just move it right around as you have just described it.

Mr. SCHNEIDER. OK.

Senator WALLOP. Could you just give us the conclusion—

Mr. SCHNEIDER. OK.

Senator WALLOP [continuing]. Statement?

Mr. SCHNEIDER. Yes, I would very much like to.

It is listening to Panels 1 and 3 and their overwhelming endorsements of S. 2118, you know, by the development interests that strongly suggest that the bill is just what they want.

Thank you, Senator, and Representative Cheney.
 Senator WALLOP. Thank you, Floyd.
 Edward Strader, Wyoming Wildlife Federation.

STATEMENT OF EDWARD STRADER, PRESIDENT, SOUTHEAST WYOMING WILDLIFE FEDERATION

Mr. STRADER. Initially, I would like to correct that. I represent the Southeast Wyoming Wildlife Federation, which is an affiliate club of the Wyoming Wildlife Federation.

Senator WALLOP. Fine.

Mr. STRADER. My name is Ed Strader. I live in Cheyenne, Wyoming. I am the president of the Southeast Wyoming Wildlife Federation, approximately 100 members strong. I come here today to testify on behalf of that group and on behalf of other sportsmen and wilderness supporters living in our southeastern part of the State and for myself.

At its regular monthly meeting held on Tuesday, April 20, 1982, our federation passed the following resolution:

We, the members of the Southeast Wyoming Wildlife Federation, hereby declare our support for Alternative W, the wilderness recommendation of the Wyoming Wilderness Coalition. However, we in the Southeast Wyoming Wildlife Federation want to place particular emphasis on the addition of wilderness areas in the Medicine Bow National Forest in southeast Wyoming near where we live.

In keeping with this emphasis, we recommend specifically that Huston Park, 50,000 acres, the Platte River Canyon and Platte Ridges, 36,380 acres, the Encampment River Canyon, 13,840 acres, the Snowy Range, 16,520 acres, and two units in the Laramie Peak area, 28,880 acres, be added to your proposed Wyoming Wilderness bill.

If all of these areas, comprising a total of 145,620 acres, were added to the single small existing wilderness area of 15,000 acres in the Medicine Bow Forest, Savage Run, the total wilderness acreage would be only 160,620 acres out of the total Medicine Bow Forest acreage excluding the Thunder Basin National Grasslands of 1,093,517 acres. This amount including Savage Run represents only 14.68 percent of the total forest acreage in Medicine Bow. Please include this much acreage in interest of esthetics and ecological diversity in the Medicine Bow.

We ask why the people of southeastern Wyoming should not have some additional wilderness in the Medicine Bow Forest relatively close to their homes. Need we remind this committee and our congressional delegation that a very substantial portion of the total population of Wyoming resides in this southeastern area.

With regard to specific areas, I would like to speak first to Huston Park and the Huston Park area in the Hayden division of the Medicine Bow, the largest roadless area remaining in Medicine Bow. Huston Park is a gentle forest of trees, parks, and streams. This forest provides habitat for numerous elk, mule deer, and blue grouse, some black bear, a growing population of big horn sheep and nongame species. The streams are the habitat of the rare Colorado River cutthroat trout. You should include this area in your Wyoming wilderness bill.

The next area you should include in your wilderness bill is the Encampment River Canyon. This area was recommended by the Wyo-

ming Game and Fish Commission and by the U.S. Forest Service. The area provides important winter range for elk, and the Encampment River is an important fishery. The growing Sierra Madre herd of **big horn sheep also uses this habitat.**

The next Medicine Bow you should include in your Wyoming wilderness bill is the Platte River Canyon and Platte River area. This area was recommended for wilderness by the U.S. Forest Service and by Gov. Ed Herschler. The North Platte River is a nationally important fishery, and the area has important populations of elk and **mule deer and a small population of big horn sheep.**

The North Gate Canyon is also an important rafting, canoeing, and floating area.

The final area I will ask you to include is the Snowy Range area. This area was recommended by the Forest Service and by Governor Herschler also. This area includes many lakes and is a fine example of high alpine ecology. A rare population of ptarmigan is also found in this area.

The Laramie Peak areas I will leave for someone else to address, although you are urged to include them.

In view of the time and effort devoted to Rare II, more hearings—I am sorry. I skipped a paragraph.

Finally, I would like to protest the fact that only one hearing is being held, and I urge you to hold additional hearings, particularly one somewhere in southeastern Wyoming, probably Laramie.

In view of the time and effort devoted to Rare II, more hearings to allow citizen input should be held and more attention to Forest Service recommendations should be given.

Senator WALLOP. Excuse me, please. The time is up.

Mr. STRADER. Yes. Also, the release language in this bill should be reconsidered since once wilderness is gone, it is gone forever. And if this release language becomes law, Wyoming's potential wilderness runs a high risk of being gone forever.

We commend you for withdrawing Wyoming wilderness from oil and gas exploration except in a national emergency.

Thank you for the opportunity to address this hearing. I hope you will include some more Medicine Bow areas. That's the only forest that's close to where we live, and we would like to see some more wilderness areas.

Thank you.

Senator WALLOP. John Barlow.

STATEMENT OF JOHN BARLOW, BAR CROSS RANCH, CORA, WYO.

Mr. BARLOW. I am not a member of the Wyoming Wildlife Association. I have been in worse company, though. I am a Republican, and I voted for both of you, too.

My name is John Barlow, and I operate the Bar Cross Ranch in Cora, Wyo.

I have come here today in the middle of the most ill-started calving season in memory, because I feel that the preservation of Wyoming's wild lands is more important than any short-term gain I might derive by staying at the ranch.

I hope you will agree with me on that point, because that is precisely the economic choice you gentlemen will make: short-term gain or

perpetual harvest. I must say in all frankness that the bill you have proposed seems to me very shortsighted.

In my request for revised legislation, I will not appeal to your asthetic or spiritual values. These are personal matters and harder to price tag than 1,000 board feet or a barrel of crude.

They have always been at the disadvantage when they reached the numerical bottom line. And thus, we live in a country that glorifies the bottom line and is puzzled over the sense of spiritual bankruptcy. This bill as written is just another symptom of that problem.

I am very heartened, however, to learn from your aides that you're open to suggestions for changes. I hope what I offer will help.

First of all, I don't feel one needs to invoke the asthetic or spiritual in justifying backwoods preservation. John Krutilla, probably the leading resource economist, has told me that with modern economic modeling, the recreational and wildlife resources of these high semi-arid forests are far more valuable in dollar terms than the sparse timber which may be stripped from them.

A classic example of what he was referring to will be heard later today in testimony regarding the Darwin Ranch. The trade of the Darwin and the jobs it could provide for decades for 900 acres of slender lodgepoles is not an isolated case. It is, in microcosm, the trade which your bill, if passed as written, would make all over the map of Wyoming. It's one of the many reasons why the Wyoming Wilderness Act should be revised to protect much more land.

I realize that most of my ranching colleagues are opposed to wilderness. And to be honest, I have had my doubts. Ranchers have always had a deep bond with the mountain country we grew up in, and in our lifetimes the most significant impact to the sanctity of our mountains has been the result of wilderness designation.

The Bridger Wilderness ceased to be one shortly after it was so declared. We realized that multiple use as it has been administered protected these lands by not advertising their virtues to the backpackers of the world.

The Wilderness Act has been misused by local forest officials as an excuse to force grazing off the slopes of the Wind Rivers and put to the torch line camps in existence for decades. A very small percentage of the Green River Valley cattlemen would believe you if you told them that grazing rights are protected within designated wilderness.

Thus, the choice between wilderness and multiple use appears to most ranchers as one between the continuation of their grazing rights or coming down with giardiasis, a human-born intestinal parasite whose appearance in our creeks can be linked to the popularity of wilderness recreation. Perceived that way, it's not a difficult choice.

The release language you have proposed, especially taken in the context of its description in the declaration of findings and purposes, puts a new light on everything. It's an open invitation to industry in its most intensely exploitive form.

No longer will de facto wilderness administration be allowed as in the past. The release provision clearly states that these areas shall be managed for multiple uses other than wilderness. Other recent wilderness bills make that phrase "need not be damaged."

My grazing allotment is located on thousands of acres of forest land which were recommended for wilderness designation by the Forest

Service, the Wyoming Game and Fish, and the provisions of alternative W. It is not included in your bill, and I wish it were.

I believe my grazing rights and the productivity of my allotment would be far better protected as wilderness than by your apparent notion of multiple use. Your release language offers me a newly weighted but still unbalanced choice. I can have a few backpackers spooking my cows, or I can have my allotment clearcut, roaded up, and punched full of holes.

If the Forest Service is denied the option of keeping this land in its natural state, you can bet they will dutifully set out as instructed to broker its fruits as rapidly as possible. Its long-term value under the stewardship of agriculture, recreation, and wildlife management will be traded for immediate yield.

So, if it's wilderness or multiple use as you have redefined it, give me wilderness.

I was heartened, Senator Wallop, by your testimony submitted to the Sieberling committee's hearing in Cody. In that you appeared willing to revise this release language. I am very happy to hear that.

Whether the release provisions are tempered or not, there will remain between the wilderness and multiple-use designations a yawning gap which begs to be filled. For that purpose, I strongly recommend to you the Wyoming roadless resource lands concept proposed by Senator Turner, or, for that matter the back-country designation which you, Senator Wallop, at one time considered giving statutory reality.

I believe, along with Senator Turner, that more country should be declared wilderness than your bill would designate, primarily as a means to spread out that recreational impact which now affects present wilderness areas. But I couldn't be more enthusiastic in support of his proposed designation. I can understand your unwillingness to make wilderness areas on some of the lands included in alternative W.

However, in appropriateness as wilderness surely need not consign an area to the dogs of greed. It would be far more sensible to declare those lands unsuitable for particular resource uses. You would thus guard them on the one hand from short-term exploitation and on the other from the rigidities imposed by the traditional manner of protection.

Senator WALLOP. Could you conclude, please, John?

Mr. BARLOW. Yes. I expect this concept will be vigorously opposed by both the wilderness advocates and the big industry, but that sounds to me like the hallmark of fair compromise. Both sides are still hoping for a whole loaf. But if you are truly interested in striking a balance between these interests, preserving the lands of Wyoming and nurturing the long-term economic fruits that preservation will bear, this might be one place to start.

I would like to thank you for this opportunity to cuss you out and beg your pardon for my presumption in doing so but your damn bill made me mad.

Senator WALLOP. Dick?

Mr. CHENEY. You are not the first. It goes with the turf.

I do want to thank all of you for testifying this morning. Let me say just a word about this notion that somehow we haven't been available for comment or to take advice or hear the opinions of people from Wyoming. We have not sought in any way, shape or form not to

have a wide-open process. This is the second hearing in the last 2 months dealing with the Wyoming wilderness legislation. The first was in Cody.

We have sent out over 2,000 copies of the bill to people who have expressed an interest in wilderness issues in the State. We did that when it was first sent out. We have encouraged people to submit their written reviews and recommendations to us.

We are holding this hearing today. Malcolm is going to be up in Riverton tomorrow for another hearing. I spent the entire Easter recess traveling through 12 of the 23 counties in Wyoming, including Albany and Laramie and Carbon Counties. When I went into those areas, I sent out postcards on a postal patron basis to every single mail box in every one of those counties urging people to come down and talk to me whatever was on their mind. Many of them availed themselves of that opportunity to come down and talk specifically about wilderness.

Some of the people who are witnesses today saw me previously in Cody and 2 weeks ago in Saratoga, for example.

So, I really think we have tried very hard to make ourselves available, to listen to views and comments from people. I think we certainly want to be open to suggestions for providing additional forms in order to take testimony.

I also think it's important to make a point that we need to make a decision and that this process has been going on now for some 12 years, when we include the Rare I process as well. And we can hold hearings and debate for a long time to come, but sooner or later I think we have got an obligation to act. And we are not trying to cut off anybody from having an opportunity to present their case to us in the course of doing that.

Senator WALLOR. I might just add, if I could, these budgets are not controlled by us individually in terms of formal hearings. It's a rare bill that has more than one State field hearing. This will have two, and if possible we will have a third workshop. We will also have a hearing in Washington on it. And I assume there will probably be some kind of a thing like that in the House as well, though I don't know.

I would just like to echo what Dick has said. There is no attempt to stop people from commenting on it. There is a limit to the budgets that go on in terms that it's rather expensive to get staff from both the majority and minority out here and pay a court reporter all day and go on, and that is not within my control. It's in the control of the chairman of the committee, and it's even more complicated for Congressman Cheney with the majority being in the hands of the other party in the House.

We would just like to make it known that there is no attempt to stifle comment on it.

Mr. SCHNEIDER. Well, Dick, you made mention that it's the Rare II issue should be resolved. Who is forcing this issue?

Mr. CHENEY. Well, Floyd, obviously you and I have a difference of opinion on it. I think there are those that would prefer not to clarify the issue but have it continue on in its present state.

Mr. SCHNEIDER. Is it the development interest? That is my question. If you would come out and say this, then we could——

Senator WALLOR. That's simply not true because——

Mr. CHENEY. And I think you can find a number of people that feel that a fact of a failure of public officials to make a decision is one of the basic problems. You cannot have Rare II go on endlessly. I got elected to Congress to deal with these kinds of issues, and I expect to do that to the best of my ability. You and I have a difference of opinion as to how it ultimately comes up. But the Rare II was a planning process, and the planning process ultimately should be terminated. It shouldn't run on forever.

Thank you very much for your testimony.

Mr. STRADER. Could I ask just one question? Why with all of the time and effort that went into the Rare II process have so many of your recommendations of the Forest Service as an outcome of that process been ignored in this bill?

Senator WALLOP. I think a great many of them have been incorporated into the bill. And as we move forward and listen to the testimony of yourself and others and decide whether or not we as individuals are going to recommend additional wilderness areas, for example, will consult with the Forest Service. But in the end, we got elected to do the job we are attempting to do. And I think you can tell from the testimony here today, as everyone has known for a long time, that it is a very controversial issue on the views on both sides of it. And we may in the end agree to disagree, but everyone, I think, is getting a fair shot of letting us know what they think.

I would also point out that in no State to date has the Forest Service's recommendations been simply endorsed in toto and introduced as a bill. There are judgments that have to be made, and that's what the hearing process is all about. And presumably as we go along we will make judgments from the recommendations that we have.

There has to be a starting point laid on the table and we believe we had done this and the dialog has begun, and that's useful.

Thank you all very much.

Roger McDaniels is the next witness.

Good morning, and welcome.

STATEMENT OF ROGER McDANIELS

Mr. McDANIELS. Good morning.

Unlike Tom Daughtery and John Barlow, I don't want to start off my testimony by telling either one of you whether or not I voted for you in the last election.

Senator WALLOP. Is there a presumption that we can make?

Mr. McDANIELS. Well, there is nothing certain in this business.

Senator, thank you, and Congressman Cheney, for the chance to be here this morning and to testify. I also want to extend my thanks as well to your staff for the courtesy they extended me in accommodating my schedule and my testimony.

I would ask your indulgence for not having a written statement. I have chosen to discard my previously prepared statement in the spirit of accepting your invitation of not reading a lot of what has already been said and trying to summarize my feelings on your bill.

Senator WALLOP. If you want, Roger, the written statement can be inserted in the record under additional remarks being—

Mr. McDANIELS. I will prepare my remarks and extend them and enter them into the record as well.

Senator, I would like to begin by asking clarification from you with regard to your statement in the Congressional Record of February 23, which reads, "After discussion of this bill, we do not want to move it this year." I suspect that's a typographical error.

Senator WALLOP. I think it is. I don't know—can you give me the page of the citation?

Mr. McDANIELS. OK. Page 932 in the—about midway down the second full paragraph.

Senator WALLOP. It was. The reprints of that record do not contain that language.

Mr. McDANIELS. OK. Thank you. I appreciate that.

I share your feelings, Congressman Cheney's, and Alan's as well that this bill ought to move along this year, but it's time this debate be brought to a resolution. And I think as well for that reason I believe that we must give serious and careful consideration to the new additions that are made to the Wyoming wilderness system.

To divide my testimony into three sections, as is your bill, I would begin by commending the three of you on your oil and gas withdrawal provisions. I agree with your recommendation in that regard down the line, and I believe that those provisions ought to be separated out and for the basis of the national withdrawal bill for oil and gas leasing in designated wilderness areas.

I appreciate the honesty of the gentleman from the Rocky Mountain Oil and Gas Association regarding their desire to operate in these sensitive and controversial areas, but I feel as well that it's your obligation and you recognize that obligation to draw the line and preclude oil and gas operations in these areas. And I commend you for those provisions of your bill.

As with the question of new designations in the Wyoming wilderness system, I have said before and I will say it again this morning that I believe the designation in your bill of minimal, I think they are a good starting point, and I appreciate your indication that you are willing to be flexible, take a look at the testimony, listen to people around the State of Wyoming in considering the final form that this bill will take.

I have heard it said and I know you have, that the obvious—some of the obvious oversights in your bill, the corridor, the west slope, are to be used as bargaining chips to form the basis after compromise on this issue. I don't believe that was your intent.

Senator WALLOP. It was not.

Mr. McDANIELS. But neither do I believe that to reconsider now and put those areas into the bill should be viewed as a compromise. I think that they are so obvious and need to be included in the Wyoming wilderness system that that ought to be added immediately.

I want to endorse this morning Governor Ed Herschler's recommendations for a lot of reasons, the time and effort that he and his staff have put into that planning process. I think as well when you look at the acreage that those recommendations would include and look at the numbers, that you could well reach the conclusion that that's the sort of middle ground that we have been striving for on this issue.

His recommendations would add somewhere in the neighborhood of 856,000 acres to the Wyoming wilderness system as opposed to the sum 408,000 acres that would be added under your bill. It seems to me that

that strikes the right balance between the proposed Wyoming Wilderness Act of 1982 and alternative W.

Finally, in this regard I would especially urge that you not defer to Getty Oil on the question of whether or not to include in your bill the Little Granite Creek area of the Gros Ventre. I think it's clear that the people of Teton County, the people of Wyoming need your help, the entire delegation's help on this issue.

I think given the Governor's concern expressed by Mr. Hartman in the Governor's testimony this morning in his interest in that issue of relieving Getty of its lease, that if that interest on the part of the Governor is coupled with this delegation, it would send the signal to Getty that you intend to draw the line and not allow oil and gas operations in that area, that we will be able to arrive at an acceptable compromise and exchange or some other mechanism to resolve that issue in favor of the people of Teton County who oppose the operation of that lease.

It seems to me that your bill has chosen not to defer to some 14 leases on Sportsman Ridge, and it should not as well defer in this case.

On the question of the release language, I would start out by reiterating much of what has been said today in terms of my belief that your release language is too harsh. But I also believe that this is an issue on which time has come for a compromise. And I appreciate as well your indication to be flexible here. What I would say to you that for myself and I think others we would be far more able to give consideration to your release language in your proposal if designations such as those suggested by Governor Herschler are added to the Wyoming Wilderness Act.

It seems to me that one reads your release language and I believe accurately concludes that this may well be the last shot of the last battle and the last opportunity to preserve and protect some of the most beautiful and fragile lands in this State. Your release language I think requires good, accurate consideration of the recommendations Ed Herschler has made in his testimony. Finally, I would simply conclude by endorsing the call for additional public hearings. I recognize what you, Senator, and Dick Cheney have said regarding cost, regarding the time that's already been put into this effort. But as I travel around Wyoming, I talk to a lot of people who aren't able to be here today, people who live in other parts of the State and work and aren't able to be here on working days who would like to have some input on this issue. And I think there is a distinct difference between the hearings which were held before your bill was written and thrown into the hopper and the input that's necessary now to finally resolve this issue. And I think setting a clear timetable of hearings, giving the signal that you intend to act, that hearings can't go on forever, will set the stage for conducting one or two more hearings around the State. And I would urge that you do that.

Thank you.

Senator WALLOP. Thank you. Dick.

Mr. CHENEY. I wonder, Roger, if you—in terms of an addition to the bill in terms of acreage, have you got a specific set of recommendations for us in terms of what areas ought to be added?

Mr. McDANIELS. Dick, I don't have my own laundry list of areas. I do believe, as I said in my testimony, that there are areas which at a

minimum have to be included. And I would refer to the west slope, the corridor, and I believe, also as I said, that I would endorse fully the recommendations that the Governor made.

Mr. CHENEY. Would you support, for example, alternative W?

Mr. McDANIELS. No; that's what I made clear in my testimony; that I think that the Governor's recommendation strikes the balance between your bill and alternative W and it's the balance I would support.

Mr. CHENEY. And alternative W is excessive?

Mr. McDANIELS. I think it goes farther than is acceptable at this point, and I think it goes farther than you will be able to peddle in Congress.

Mr. CHENEY. I see. What about the concept of release language? One of the things we have been very concerned about is the need to bring the Rare II process to an end, obviously. And can you give us, I guess, a general view in terms of whether or not you agree with that basic concept?

Mr. McDANIELS. I agree with that concept basically. I don't agree that in the form your bill has taken, that we should close off what I think is any reasonable opportunity that additional lands that ought to be included in the system will be included under your release language. I think it's too final and I think it's too harsh and I think it forecloses the availability of other planning tools. And it seems to me that if you take the combination of your release language, the Governor's additions, and perhaps the concept described by John Turner and put those together in the Wyoming Wilderness Act, you will strike a good balance.

Mr. CHENEY. What kind of lid would you put on the release? In other words, how long would you have the process go forward, during which period of time we would not have, say, a Rare III? One of the problems we have got, the way the bill is drafted now, it's an attempt to say after a period of time, that wilderness will again be an appropriate planning option for the Forest Service. But it specifies the year 2000. For the next 18 years there will be a degree of certainty here and we won't automatically run into Rare III the way we went from Rare I into Rare II. Have you got a specific period of time in mind that you think would be appropriate for that?

Mr. McDANIELS. No, I don't. And I don't have that for you this morning, because I have come to the conclusion that I have tried to clarify this morning, that if we can bring this debate to an end in a bill that provides adequate new designations into the system, that that's the way to do it. That's the way to resolve the Rare II controversy.

Mr. CHENEY. OK. Can I ask that you submit for the record your specific recommendations in terms of additional areas? It would be helpful to us if you would care to do so. Obviously, it's your choice.

Mr. McDANIELS. I will submit my written testimony and extend it as well.

Mr. CHENEY. Thank you.

Mr. McDANIELS. Thank you.

Senator WALLOP. Another thing. You could as well, as we asked the Governor, provide us by ground of your legal training and others, how you see us getting out of the problem of leases. One of the reasons why the Sportsman Ridge accommodates nine leases is because the Forest Service did not have that on their record when they made recommenda-

tions and displayed to us what was indeed out there. We were not aware of those leases when we drew that legislative boundary. But if you could provide the means you see by which the Government can get out of that rather specific obligation, it would be helpful as well.

Mr. McDANIELS. I will accept that invitation and add that to my testimony because I think there are examples when exchange mechanisms have been used in other contexts and I think that's available here.

Let me ask, in regard to your last statement, the question from your assertion that you were not aware of the leases at Sportsman Ridge, does that mean that that area is now open to exclusion from your bill?

Senator WALLOP. We don't know. We simply were not aware of that issue when drafting those boundaries.

Mr. McDANIELS. Is there criteria which may now result in it being removed from the bill?

Mr. CHENEY. I think we want to be flexible there, like we would in any other region, and we are willing to listen to recommendations and suggestions. The problem with Granite Creek, of course, is you have got a right which under the Constitution cannot be taken away without just compensation, and in this particular instance Getty Oil has in fact complied with all the requirements, done the exploratory work, and believes there is something of value there.

The notion of a swap is attractive. The difficulty, of course, you run into with a swap is that you are dealing with a mineral right. It's underground. You don't really know the value that you would have to give up in order to trade Getty out of that lease, because they don't know precisely what's there until you drill. And of course, that's the problem.

The other option is a buy-out, to have Congress appropriate funds to purchase the lease back from Getty. But that puts you very much in the position of asking Congress at a time when we have a \$100-plus billion deficit staring us in the face to appropriate money to pay Getty not to produce oil.

So, we are certainly open to suggestions on that, but there are constitutional prohibitions here, and we do have to be careful in how we proceed. And so far nobody has been able to come up with an easy answer.

Mr. McDANIELS. Well, I recognize that. And I for one don't want to deprive anybody of property rights in this situation, even Getty Oil. But neither do I believe that this delegation ought to defer those lands simply on the basis of the existence of that lease. I think that, particularly in light of the Governor's interest in that regard, that compromise can be forced if need be, if we have a unified congressional delegation and the Governor of this State pushing for that end.

Mr. CHENEY. Well, we look forward to receiving your recommendation.

Mr. McDANIELS. Thank you.

Senator WALLOP. Thank you, Roger.

Mr. McDANIELS. Thank you, Senator.

Senator WALLOP. Now we have moved out of the general panels, and the panels are now regionally structured, the first being a Big Horn-Cloud Peak panel. That is Ed Schunk, Tom Allen, Bob Wallick, Roger

McKenzie, and Bill Barlow. And it's my understanding that Tom Allen is unable to be here.

Mr. WALLICK. We would like to offer Tom Allen's statement for the record.

Senator WALLOP. While they are setting that up, I would say that Tom Allen's written testimony has been submitted and will be made a part of the record.

[The prepared statement of Tom Allen follows:]

PREPARED STATEMENT OF TOM ALLEN

I have worked for Loring Woodman and the Darwin Ranch many times. I was the first person to caretake the ranch throughout the winter months under Mr. Woodman's administration. I have taken out many pack trips and guided in the fall for the Darwin Ranch throughout the Gros Ventre Range.

Having been there in all seasons, I have witnessed the magnificent ecology of plant and animal life working out it's struggle for survival. From Red Bluff Ridge I have actually witnessed the birth of a moose calf. I have spent many days in past springs watching from the highest point of Red Bluff the raising of countless elk calves on the natural calving grounds to the west of it. The timbering of Red Bluff Ridge would destroy this sanctuary and definitely produce a tragic imbalance to the wildlife ecosystem.

Should this ridge be timbered, it would be a visible eye sore from Bacon Ridge, Sportsman's Ridge, Alpine Meadows and as far west as the Grant Creek divide, making this proposed wilderness a travesty.

Ultimately, the Darwin Ranch's success is due to it's spectacular location and immediate scenery which is synonymous with Red Bluff Ridge. Unquestionably business would drop and the operation eventually fold should this area be timbered.

I have viewed the economical statistics concerning the sale of the Kinky Creek timber. Should the ranch close, as it inevitably would, the loss of revenue from out-of-state guests and the loss of jobs created by the ranch far outweighs the monetary gain brought about by timbering.

Anyone interested in this area is aware of the fateful Gros Ventre slide earlier in this century. I have grave fear that no one has seriously considered the geological stability of Red Bluff Ridge after it has been timbered. Should a slide result, the ecological balance of the upper Gros Ventre in my opinion would be devastated for lifetimes.

I am a veteran of many mountain ranges in many states. I have traveled around the world. In all my travels I have found only one Darwin Ranch, one upper Gros Ventre valley, one Red Bluff Ridge. The area is uncomprisingly unique to the world. I feel that if all those concerned with making decisions on this issue could hear all voices, actually attest to the beauty of the scenery and weigh all facts in a just manner they could have but one verdict; include Red Bluff Ridge in the proposed Gros Ventre Wilderness area. The financial gain from the timber is negligible. Left untouched, its wealth will last forever.

Senator WALLOP. Again, I bid you good morning and thank you for coming down here. I am sure that the hour of rising was rather early as well.

Ed, would you begin, please?

STATEMENT OF EDWARD SCHUNK, BIG HORN, WYO.

Mr. SCHUNK. Thank you.

I am Edward Schunk. I am a rancher from Big Horn, Wyo. We raise Angus cattle and produce hay. We are on an irrigated, sprinkle-irrigated ranch. We do have a reservoir in the mountains with other stockholders that we supplement our water supply with.

Today I am testifying in behalf of the citizens proposal 1972. As I recall, the only hearing that I recall on the Cloud Peak Wilderness

area designation was back in 1973. I do not recall any other hearings in that effect. That was the official hearing.

The item here that I have in front of me or behind me now is a map, geological map, so to speak, on the left-hand side. And on the right-hand side is an overlay of timber management plans of transportation and timber harvest.

On the left we have a map produced in—by Darton in 1906, updated by USGS surveys in 19—and reprinted in 1971, with the Geological Survey Bulletin 17—excuse me—1371C.

The existing primitive area is all rock, and it will show on the map. The existing area that the citizens have proposed are, from left to right—I will start with A as you see on your sheet there. The Rock Creek area at 26,922 acres is one of the region's most unusual wild areas, extremely rough, interspersed with small creeks, parks, and aspen groves. Its 200- to 400-foot granite spires are spectacular. This is an area that has been completely denuded of the sedimentary rocks. All that is left is the igneous regions.

Area B, the Penrose Ridge of 730 acres: It is a logical and more lower elevation grain belt, including Kearny Creek and its beautiful rapids. This area too is moraine drifts from glaciation with trees interspersed between rocks. The moraine drifts are high, and there are two ages of moraine drifts going through this area.

The Darton map shows this all within the extension of the citizen's proposal.

Area 3, Highland Park, 14,901 acres, provides a magnificent vista of a high country of Cloud Peak that receives substantial wilderness use and is an important wildlife habitat. This area is approximately one-third glacial moraine drifts, and the other third is denuded igneous rock.

Our area D, the Upper Lighter and Antler Creeks of 4,383 acres, its drainage is easily accessible for short visits, contain pothole lakes and vulnerable wildlife habitat. These pothole lakes result from glaciation when the glaciers have receded and melt away resulting in this. This is a very unique area.

Stull Lakes area is area E. It's 2,800 acres. It would add a lower elevation forest to the primitive area. There again we have the same area involved here with potholes from glaciation.

Area F is the Shell Lake, 44,076. It would add a green forest range and offer a protective zone from Lake Garden and Shell Lakes, quality watershed. This area is the largest and the biggest glacial in the Big Horn area. It's the widest. It's not the deepest but the widest. It's a shallow glacier, so to speak, but it's all within the designation of the citizen's proposal. There is no sedimentary rock in this one.

Paintrock area is 24,793. It includes the spectacular valley of Paintrock, variable Big Horn sheep habitat, geographically unique. It would encompass forest zones and protect impact for Lake Helen and Solitude. There again, this whole extension except for the lower park, which is sedimentary rock, there is a possibility of oil and gas leasing in this area.

The southern extension of area H is 24,042. It is essential to insure the integrity of the high country. Due to many clearcuts which almost reach timberline, only a small green belt of forest lands can be added here.

Part of the Seven Brothers area in your bill has been pulled down to meet these boundaries. Also, your extension on Goose Creek on area C has been pulled down to help in this area. We appreciate that.

We strongly recommend that you include these additional areas based on what is there. As you can see, on the right-hand map we have an overlay of timber management plan and roads. If the—as you can see here, this is the area we are talking about, behind the color here. That's what we are asking for.

This is the rest of the Forest Service, the Big Horn National Forest Service. We are asking for this small part to be included in the wilderness area with extension.

We don't like the roads. The roads are what is detrimental to the entire characteristics of the Big Horn Mountains. This is a solid core rock that we are talking about here. This is the sedimentary rock, all the rest of the mountain range.

That's all I have.

Senator WALLOP. Thank you, Ed.

Bob Wallick.

STATEMENT OF BOB WALLICK

Mr. WALLICK. I'm going to address the Big Horn Mountains mainly because I'm most familiar with it. I studied it quite a bit for the last 10 years, and I would like to speak mainly for the Rock Creek area.

If that were included, it would take the wilderness down to the boundaries of the Horton Dude Ranch. I think that's rather important. I am sure that if Mr. Horton were still alive, he would be here today speaking for that issue. That's an additional way thousands of people in the United States have enjoyed the Big Horn Mountains is going to the dude ranches, going up into the mountains. And that area at the present time is roadless and undisturbed. And one reason he had included it, I am sure, is that he had been very careful to include areas of the Big Horn Mountains that will not interfere with the other uses, such as timbering and snowmobiling and other recreational vehicle activity.

And I think it's a shame that this area hasn't been protected above the Easton Dude Ranch. Their area of activity has been reduced to smaller and smaller as the years have gone by. And there again, thousands of people have enjoyed that area.

They used to pack clear on up into the rock peaks from there. Now in going to the rock peaks they have to cross a lot of roads and clear-cut areas, and it has reduced the value considerably for the experience of the people attending the dude ranches.

I think it's very important, too, that in the Big Horn Mountains as much timber should be protected as possible. The Forest Service claims that by clearcutting they increase the water yield of the mountains. And I think they are absolutely wrong on that issue.

I think Malcolm knows meteorology well enough to understand that moisture in the Big Horn Mountain comes from the Gulf of Mexico and is deposited on the mountains in the form of snow all winter. Come early spring, the first westerly winds we have, they are dry and they are warm winds. We have a Chinook. And even without the Chinook, they are still warm, dry winds.

They melt and evaporate the snow from the top down. We have pictures of spring looking down onto the clearcut and the park areas.

And the tree areas shows deep snow pack well into the tree areas, and all of the snow has been melted and evaporated in the parks and the clearcut areas.

So, the more clearcut that we have on the Big Horns, the less we are going to have to come down the streams in the spring.

The snow is always gone from the parks and clearcut areas in early spring, and the creeks have not begun to rise. They don't start to rise until the weather actually warms up enough to start melting the snow that's in the timbered areas. I think water yield in this very arid country is most important to the ranchers and lifestyle in the State of Wyoming.

The oil and gas people, I heard them here today. They seem to want all of the roadless areas excluded from the considered wilderness. I think that's unreasonable and inconsiderate and selfish on their part.

The timber purchasers, even though it's very unlikely they can timber any of this area that Mr. Schunk has recommended, they still object to it being included as wilderness. They want all of it available to them. And I think that's unreasonable, inconsiderate, and selfish.

And you will hear from snowmobile people and people that operate motorized vehicles in the mountains. You will hear them speak against anymore wilderness, because they want it all for themselves.

Senator WALLOP. Bob, could you conclude, please?

Mr. WALLICK. So, I think that's also inconsiderate, unreasonable, and selfish.

So, I would support the alternative W, because it's only a very small percentage of the roadless areas of the Big Horn Mountains. And I don't think it's asking too much that Mr. Schunk's proposal be included in the wilderness area consideration.

Senator WALLOP. Thank you, Bob.

Roger McKenzie.

STATEMENT OF ROGER McKENZIE, DAYTON, WYO.

Mr. McKENZIE. I am Roger McKenzie from Dayton, Wyo. I want to thank you, Senator Wallop and Congressman Cheney, for the opportunity to be heard as a citizen of Wyoming.

Upon presently coming to the end of my second year as a school board member for Sheridan District No. 1 West, I can well appreciate the difficult job you have of satisfactorily coming to a point of view with regard to wilderness.

Senator WALLOP. With all respect, I think I would rather be a Senator than a school board member. I appreciate what you go through.

Mr. McKENZIE. I wish to speak to giving some consideration to the Tongue River Canyon near Dayton, Wyo. This area may not fit the technical classification of wilderness, but it most certainly should receive some form of designation. I believe it was included in RARE II.

Much of the Tongue River Canyon is sheer canyon walls where one can see where huge sections of the canyon wall are missing, and then one can see the same sections laying in the bottom of the canyon. There is a good trail going up the canyon. I understand it was built by the Civilian Conservation Corps in the thirties.

There is a dead end road at the beginning of the trail where there is also a picnic area. There is excellent fishing in the area.

Protection of the Tongue River Canyon should begin where the road ends and the trail begins and continues for at least 2 miles beyond the box canyon.

The area should also include perhaps $\frac{1}{2}$ to 1 mile beyond each side of the actual valley and canyon or an area of 15,000 as proposed by alternative W.

I understand this area was once considered to be included in the wild and scenic rivers classification, and it may still be. I am not sure. If this area should happen to fit or can be included as a wilderness area, then it should be included in your bill. If not, then it should receive some form of protection, such as mandating certain management practices for certain areas or back country or a national conservation area.

The last part of this was what I took from your remarks, your opening remarks, Senator Wallop.

I also wish to speak to the Stull Lake area of the Cloud Peak primitive area. The Stull Lakes and Pony Lakes are lovely national wild spots and easily reached from Twin Lakes campground. This is the perfect area for the family who only wants to spend a few hours or a day in the wilderness.

Wilderness management is necessary to protect the Sheridan municipal watershed. For easy management the boundary should be moved down to the west side of Dome Lake private property. A public campground and access could easily be made from the Dome Lake road in the vicinity of the western reservoir. I will do this up in better form. Typewritten form and mail it as part of the record.

Thank you.

Senator WALLOP. Thank you very much, Roger.

Bill Barlow.

STATEMENT OF WILLIAM BARLOW

Mr. BARLOW. I am William Barlow, a rancher from west of Gillette. One of my daily chores is not this.

Can you hear me in the back of the room there?

All right. I would like to speak for more protection and more wilderness, basically.

My family came to the Gillette area in 1898, and we have been cattle ranching there ever since. My interest and concern about resource management began developing after I spent—while I was spending 2 years in Asia. I think this made me appreciate what we here refer to daily as our blessings in America, the richness, the wealth of this Nation, besides none of the affluence of our population and the spark in our economy.

Then a part of this was a 10-day hiking period that I took in the Himalayas on the way home from the tropics. In that short tour it made me really appreciate the Forest Service and the regulations that we have here in this country, because, as you know, the pressures in Asia are worse than the pressures here, and in Miami, or Watts, or Gary, Ind., and so on.

They are intense. The mountains are denuded in the places I was in. And I really longed to get back to the Big Horns where you can still see some grass, and some cover, and some litter, the desirable type of litter, that we do try to leave here in range management in the West, most of us.

I think the issue in my mind at least isn't so much wilderness versus development. It's the kind of development we want. And I think with our wealth in this Nation, we can afford protection. We can afford some enforcement. We can afford some regulations.

I would agree with previous speakers. We have had lots of study. Let's make some courageous, far forward-looking decisions. I think the issues revolve besides, of course, the economics and the political considerations that are inescapable.

To me the issue for the citizen and the Nation in general is an educational and an ethical decision which we must make. We cannot divorce the use of high mountain lands from the use of other of our resources, whether that is oil, coal, copper, imported metals and minerals, or native American minerals.

If you spend any amount of time overseas, I think you get a handle and you begin to realize the affluence of the American setting his caused us a real problem, the problem of waste. And I am just saying let's not waste what we have left of the higher areas like we have wasted so many other things in this Nation.

I think it's no accident that industry is here saying they must have everything, because we have built industry in this mold because of our profligate use. For longer than any of us in this room have been consumers this has been going on.

I am just saying a decision is, what is now the most effective and quickest way to begin to eliminate waste in this country, wasteful uses of land, water, heat, energy, Btu's, you name it. In Gillette we are paying the price in Campbell County for—

Senator WALLOP. Bill, could you conclude, please?

Mr. BARLOW [continuing]. For poorly designed buildings and so on. The ranchers in Campbell County where I live say now we know how the Indians felt, because we are surrounded and we are being overrun.

There are 20 oil well locations on my ranch right now that are not planted, not reclaimed. So I look at the action and not the rhetoric of energy companies. Maybe they will reclaim. They always say they will. These sites are over 2 years old, and they blow and they wash.

So I am just saying the issue is conservation versus business as usual.

Thank you.

Senator WALLOP. Thank you.

The next is a—thank you all very much. We appreciate your taking the time. Thank you for the map, Ed.

The next is another Big Horn panel, Cloud Peak panel, Dick Newman, Mary Lee White, Eda Schunk, Steve Schunk, Lewis Schunk, and Margie Schroth.

Dick, would you begin?

STATEMENT OF RICHARD NEWMAN, GENERAL MANAGER, WYOMING SAWMILLS

Mr. NEWMAN. Mr. Chairman Wallop and Representative Cheney, I am Richard Newman, general manager of Wyoming Sawmills at Sheridan, Wyo.

Wyoming Sawmills is a Wyoming corporation involved in the manufacturing of lumber products. Our manufacturing facilities are located in Sheridan, and we directly employ over 70 people year round and in-

directly on a seasonal basis 30 to 40 people through our logging contracts and roadbuilders.

Our principal source of raw material is timber harvested within the Big Horn National Forest. Without an adequate supply of timber from this Forest Service land, we could not operate our plant. Our complete dependency on this timber source makes us extremely concerned with the land classification and management of the Big Horn National Forest.

As you know, since RARE II, 262,000 acres of the Big Horn National Forest have been tied up in further planning status, creating uncertainty in how the national forest is to be managed.

We are extremely pleased to see the Wyoming Wilderness bill being introduced in the House and Senate. This bill is a positive step in settling the wilderness question in Wyoming.

For the Big Horn National Forest the bill designates approximately 157,900 acres as wilderness, which finally will culminate the many years of studying the Cloud Peak area for wilderness designation.

The Forest Service has estimated that approximately \$390,000 has been spent—excuse me—\$390,000 have been spent studying the Cloud Peak area in six different studies since 1930. These studies have involved approximately 20 man-years of time by Forest Service and professional land managers. The results of their studies and related public input was a recommendation of 155,860 acres of wilderness.

The Wyoming Wilderness bill recommends an additional 2,040 acres. While we feel the recommendations of the Forest Service should be followed since they involve intensive study and public input, we are not opposed to the additional 2,040 acres.

We would be opposed to any additional wilderness acreage for the Big Horn National Forest that would reduce the manageable forest base. If the forest base is further reduced, then immediate adverse impacts would take place, such as a reduced timber sales program.

The Big Horns are presently just barely able to sell enough timber to keep the existing industry viable, and any reduction would mean lost jobs and lost county revenues. We cannot continue to reduce our land resource base for renewable resources or the upward spiral of our dependency on imported lumber will continue. For example, in 1981 over 30 percent of the lumber products used in the United States was imported from Canada.

We strongly urge the Congress to accept the acreage of 157,900 acres for the Cloud Peak area and not to further compromise any additional acreage from the Big Horn National Forest as wilderness lands. The remaining public lands have been used and should continue to be used for multiple-use management for the benefit of the most people of this Nation.

In addition to designating wilderness areas, it is necessary to assure that the nonwilderness areas will not be tied up again in studies. The Wyoming Wilderness bill does provide good release language and a positive assurance that the nonwilderness areas will be managed for uses other than wilderness until and unless directed otherwise by Congress.

We are also pleased to see the prohibition of further roadless area studies such as another RARE II and the elimination of further wil-

derness studies until after the year 2000 and then only in connection with the regular forest land planning process.

We are also pleased to see the bill's language would prohibit administrative buffer zones adjacent to wilderness boundaries. This provision will insure that no additional acres are administratively withdrawn from the forest base.

Finally the delegation should be commended for the way the bill addresses the energy and mineral resources in wilderness areas. Drilling and exploration should be prohibited unless there is an overriding national need for these resources. The bill language properly provides for this action to take place while protecting the wilderness areas.

In summary, we strongly support the 1982 Wyoming Wilderness bill as it is presently drafted. We feel the bill clearly states our position regarding wilderness in the Big Horn National Forest.

Senator WALLOP. Dick, can you please conclude? The 5 minutes are up.

Mr. NEWMAN. The delegation has done an excellent job in evaluating the studies made by the Forest Service and should not change the boundaries that they have established for the Cloud Peak Wilderness Area.

We feel other bill language regarding release language, buffer zones, and energy and mineral development is very appropriate and necessary in this bill. No changes should be made in the language.

Thank you very much for having us here to testify.

Senator WALLOP. Thank you, Mr. Newman.

Do you three Schunks have an order in which you wish to be called? Choose amongst you.

STATEMENT OF EDA SCHUNK

Ms. SCHUNK. I am Eda Schunk. I am 14 years old. I live on a ranch near Big Horn, Wyo.

I would like to thank Senators Wallop and Simpson and Congressman Cheney for this opportunity to express my support of Wyoming Wilderness.

I have spent 19 days in the Cloud Peak Wilderness Area on four separate pack trips. I have been around the Solitude Loop from Big Goose to Story. We rode up South Rock Creek and Middle Rock Creek to Gem Lake.

On that trip we camped at 9,500 feet at the base of Penrose Peak. We walked from the third tooth of Sawtooth from the east side. It is really a spectacular view, except when there is smog over Sheridan.

We recently went up Edelman Creek and Pass, and down Shell Creek.

I think the Cloud Peak Wilderness Area should be enlarged so that there is more room for people who enjoy it and also to protect the lakes, trees, air, camp areas, and wildlife. These things are enjoyed, loved, and people want them to stay that way.

I not only want to see Cloud Peak enlarged, but also included in the wilderness the west slope of the Tetons, Whiskey Mountain, Tongue River Canyon, Laramie Peak, and the Gros Ventre area. Although I have not been to any of these places, I strongly support alternative W.

Senator WALLOP. Thank you, Eda.

Steve or Lewis, who is next?

STATEMENT OF STEVE SCHUNK

Mr. SCHUNK. My name is Steve Schunk, and I am 13 years old. I live on a ranch outside Big Horn.

I have been in the Bighorn Mountains several times. My father, Edward Schunk, and my family have gone up Rock Creek, which I would like to see added to the proposal. To me Rock Creek is a very beautiful area to be in. I want it added because I want it to be around for another generation.

What I like to do most in the mountains is explore, hike, fish, and ride horses. Although I have never been to the other wildernesses, I am for the alternative W.

Thank you, Wyoming delegation.

Senator WALLOP. Thank you.

And Lewis.

STATEMENT OF LEWIS SCHUNK

Mr. SCHUNK. My name is Lewis Schunk. I live on a ranch near Big Horn. I am 11 years old.

The Bighorn Mountains to me are beautiful. I love climbing Sawtooth and looking down into the big canyons. It is rough land but an enjoyable sight.

I like the places like Edelman Creek, which I am thankful you included inside the wilderness boundary.

Just 100 years ago miners built cabins near the gold mines. It is neat to see the disintegrating cabins and mine shafts.

Last summer we rode over Edelman Pass and camped at Shell Lakes. We rode up Buckley Creek, camped near the timberline and visited with a sheepherder and listened to the coyote gun go off every 15 minutes. That was interesting.

We crossed Wilderness Pass and rode out down Wilderness Creek to Twin Lakes.

I think a lot of people like to see rough country, canyons, and lots of wild animals. I like especially to fish in a slow stream. I don't like the country to be destroyed by man for power and money.

I hope the Big Horn high country stays for many more people to enjoy.

Thank you for listening to me.

Senator WALLOP. Thank you. I hope you never lose the habit of involving yourself in public decisions of which you care a lot about. It's a pleasure to have you here, and I appreciate your coming out.

Thank you all very much.

Mr. CHENEY. Thank you.

Senator WALLOP. Next is a third Big Horn panel, Esther McKenzie, Sally Forbes, Spike Forbes, and Rosemary Schunk.

Are Sally and Spike not here?

Ms. MCKENZIE. I guess not. She said they would be coming, but they may come late.

Senator WALLOP. If they come, we will include their statements in the record at this part of the panel and appreciate the problem that they may have had.

Esther, you are first.

STATEMENT OF ESTHER McKENZIE, DAYTON, WYO.

Ms. McKENZIE. OK. My name is Esther McKenzie. I live in Dayton, Wyo.

My understanding of your bill indicates it prohibits the Forest Service from considering additional areas of wilderness designation until next century. By this bill, the Forest Service must consider development by miners and timber cutters, and by the same token, not consider requests from local citizens for additional wilderness designations and protection.

I am pleased that at least the designated wilderness areas are withdrawn from mineral leasing and exploratory drilling. The Cloud Peak primitive area needs additional green areas as designated by alternative W proposal which you have. The wildlife needs a place to live and reproduce rather than all rock and snow.

The Tongue River Canyon is in need of Federal protection of some sort. This area's grand and awe-inspiring beauty should be preserved. The area has a foot and/or horse trail up the canyon, and perhaps a wild and scenic river is a better designation. I'm not sure. But the proposed area of about 15,000 acres sounds reasonable to me.

We feel privileged to have this area so near to us and accessible. I pray that the committee in its final draft will not only consider the commercial dollar values, but the emotional and psychological values of our uninhabited lands.

Thank you.

Senator WALLOP. Thank you, Esther.

Rosemary.

STATEMENT OF ROSEMARY SCHUNK

Ms. SCHUNK. Senator Wallop, Congressman Cheney, I certainly want to thank you for this chance to address Wyoming wilderness. We have waited for many years, and I agree that it is time to make some decisions on the Wyoming wilderness.

I do not endorse alternative W. However, I specifically am concerned about the details of the Cloud Park boundary. And you asked for some specific details.

First of all, the problem with the present Cloud Peak primitive area, which is very similar to your proposal as we see it on the map that we have seen, is that it is too small and, consequently, extremely vulnerable. And at one time, Senator Wallop, we agreed on this point; that the Big Horn Mountains itself was so isolated and vulnerable.

It is entirely surrounded by towns and roads and cities and people and development. Because it is vulnerable and beautiful and popular, present camping areas around the higher elevation lakes are impacted by too many people during the summer season. The area cannot and will not maintain its natural character with the increasing numbers of people.

Therefore, it is essential that the area size be increased to disperse campers. The present boundary of the Cloud Peak area is at—about 90 percent of the present boundary is at or above timberline.

The area that people generally use for camping are the high lakes or the high heads of streams. We must add a green fringe of timber, streams and lakes at the lower elevation, especially for camping sites, but also for a diversity of ecological systems to protect watersheds, for scenic areas and wildlife habitats.

My specific comments are all in detail in the "Citizen's Proposal of 1973," which we have submitted. But I would like to comment a little bit extra on a couple of the areas.

You heard briefly about Rock Creek. Rock Creek is that; it's rocks. It's hard to realize how you could grow much more grass on rocks and how you could grow any more trees than the Lord is already growing there. It's fantastic. You know, not all mountains are alike, despite what some people may think.

Rock Creek is different. It is very special. The Penrose area, our area B, is also unusual. It's incredible to believe that that could not be included. It is on a very high elevation. There are no conflicts of use up there, unless you want to put roads at a very high elevation, 9,500 feet. It includes trees and grazing areas for both livestock and wildlife, which is no conflict, and the beautiful Piney Creek Rapids, another creek that I think is very important to the general public.

Two areas, the Stull Lake area and the Shell Lakes area, both of them are—would be easily accessible for people to go in for short visits if they were to—for people, say, that can go into the wilderness for a short time.

You don't have to be affluent or elite to get off the road and walk into these areas for even a day at a time. It would bring the wilderness to the people. Why should it be so unattainable. Why should it be just on the high country?

In conclusion, I would like to say that I think it is presumptuous of all mankind to think that we must manage everything in nature. And, furthermore, I think Congress cannot create wilderness; Congress can only protect what God has created.

Mr. CHENEY. I would like simply to thank you for your testimony. It was relevant.

Ms. SCHUNK. I neglected to say I have with me letters from seven people who were unable to attend from the Sheridan-Buffalo-Story areas. They are not duplicate copies, but they are individual letters to you Congressmen.

Senator WALLOP. Thank you very much for coming down.

Now we move to northwest Wyoming. And the first panel there is Peter Michael, Gerald Jeppson, Howard Molke, all from Jackson, and Ken Morgan from Casper.

Mr. Michael, Peter Michael.

Mr. MICHAEL. Yes. I'm going to give testimony, and also I would like to read Jerry Jeppson's testimony. He was unable to attend.

Senator WALLOP. I wonder if in the interest of time you would consider putting it into the record.

Mr. MICHAEL. I think there are some voids that haven't been brought up yet. It's very brief. I will keep my comments very brief.

Senator WALLOP. Very well.

STATEMENT OF PETER MICHAEL

Mr. MICHAEL. One of the things that kind of struck me about this hearing so far is something that shouldn't be done, is that we are considering board bills and compromises to a great extent. Obviously, when we are done we are going to add up the acreage and see what comes out in wilderness. But, in the meantime, let's look at these individual areas as they come up and reconsider them individually.

In that light, I am going to talk about only two areas that I am familiar with. One is the west slope of the Tetons, and the other is the Gros Ventre. I have had wide experience in the west slope. I worked as a cook in a hunting camp on the west slope, and I really think that that area is really well qualified for wilderness. For one thing, there is no oil and gas potential in that area.

Of the 178,000 acres recommended in alternative W or in the 124,000 recommended by RARE II or—

Mr. CHENEY. Excuse me a minute. Could you specify again which area you are talking about?

Mr. MICHAEL. The west side of the Tetons. The Rocky Mountain Oil and Gas Association has recommended zero oil potential in that area. The major conflicts are timber and trail bikes:

Now, in terms of timber, the 140,000 in RARE II recommended by the Forest Service has very little timber. It's very high alpine country. And, so, it doesn't make for a conflict there.

In terms of the 178,000 acres that we are recommending in alternative W, there are some timber conflicts, in the north part of Bitch Creek and that northern area.

There are other conflicts that seem to make timber pale in comparison, and one is the grizzly bear. This is important grizzly bear habitat. In 1977, a grizzly bear was killed, some people think by a shepherd there—but nobody knows. They haven't been able to prove it—on the North Fork of Bitch Creek.

Also, that area is the best black bear habitat because it receives a lot of moisture. And consequently, there are a lot of berry patches up there. And deer, elk, and sheep, I can vouch for their being there in large numbers.

I think the lower part we are talking about, the difference between the alternative W and the Forest Service recommendation demands some attention. And I think that timber country has to be considered as a wilderness area to protect that wildlife.

Now, the next area that I would like to talk about is the Gros Ventre. And I have done a lot of hiking, some trail work and worked at the Darwin Ranch up there for one summer. I have been on most of the peaks along the spine of the Gros Ventre Range and am really familiar with all of that country. In fact, I took a 4-day ski trip toward the Little Granite Creek oil site from Cache Creek this winter. So, we know there is a conflict there. There is an oil well there, and you addressed the legal questions there.

I want to just say that I think that if that oil site is developed, that we are going to have a terrible effect on the elk herd. It's a great elk herd. Paul Gill will talk to you tomorrow on that subject. He is an outfitter in the area. That's mainly in the Horse Creek drainage and also the Granite drainage.

The other thing about it is that roads that will go into that oil site will cross at least a 9,500-foot ridge that's way above timberline. And when I was there 2 months ago, the cornice on that ridge was 200 or 300 feet high. How are they going to be able to do this and keep it—and when that snow melts and keep a road from eroding is beyond me.

So, we are really going to have damage to that area. And I think it's well that we try to find some way to include that area in the Gros Ventre proposal. And that's what I want to talk about.

Now, quickly I would read through Jerry's comments. This is my roommate in Jackson. Quickly about his background. He has 3 years of trail contract work with the Gros Ventre and Hoback Ranger Districts, 7 years as a hunting guide in Teton County and Park County, 1 year of working with the YCC in the Hoback Ranger District, guided kids, and 2 years of fisheries survey in the Teton Wilderness and 3 year as a Bridge Wilderness ranger.

On that basis, let me read his testimony.

**STATEMENT OF GERALD JEPPSON, AS PRESENTED BY
PETER MICHAEL**

Mr. MICHAEL. The back country areas surrounding Jackson, Cody, Pinedale, and Dubois could never possibly support the numbers and quality of jobs in a roaded state as they do now. By developing areas that are presently unroaded in western Wyoming, most of these jobs in the outfitting industry would be lost.

We don't need another Rock Springs, Evanston, or Green River here in Jackson. The traditional economy of Jackson Hole relies heavily on the roadless areas on the west side of the Tetons, Palisades, Gross Ventre, and Hoback drainages, which are at present unprotected.

The release language of the bill is totally unacceptable. To say we can no longer enact wilderness legislation in the future sets a precedent that is anathema to any concerned citizen.

Concerning oil development in Jackson Hole, the oil industry considers any field that produces 150 to 200 million barrels of oil over the life of that field to be a giant. Evanston falls into this category.

They think there may be another field of this magnitude in the Jackson Hole area. At present rates of consumption, a field the size of Evanston may produce a total of 8 to 11 days' supply of oil over a 30- to 50-year period.

Is it worth raping Jackson Hole and western Wyoming for 10-days' supply of oil?

Oil development in this area would change everyone's lifestyle that presently lives here, and not for the good, I might add. The reason people live here is because the valley is the unique place that it is, and without the back country, it is no longer unique.

Concerning logging in western Wyoming, most of the timber sales in this area cost the Forest Service more for roads and administration than the timber is sold for. There are still a number of old clearcuts in Hoback Basin that do not have any chances of regeneration.

It's time we quit sacrificing our wilderness heritage to the Louisiana Pacific god. They have already raped most of the upper Wind River drainage. Now they can't wait to get into the DuNoir. Even the Forest Service grudgingly admits the elk herd in this area would be reduced if logging were allowed here.

There are also numerous areas adjoining the Washakie and North Absaroka Wilderness areas that deserve wilderness protection. I've packed extensively in all these areas and firmly support their inclusion as wilderness.

Senator WALLOP. Could you conclude for him, please?

Mr. MICHAEL. OK. One more paragraph.

The wilderness—the Wyoming Wilderness Act of 1982 is perceived by any concerned citizen as being anticonservationist. I believe that the delegation is using the Washakie Wilderness oil leasing scare as an excuse to foist unacceptable alternatives on the public.

And that's the end of his testimony, which I will submit.

Senator WALLOP. Howard Wolke.

STATEMENT OF HOWARD WOLKE, BOARD MEMBER, WYOMING WILDERNESS ASSOCIATION

Mr. WOLKE. Thank you, Senator, Congressman. I appreciate the opportunity to be here.

My name is Howard Wolke. I am a board member of the Wyoming Wilderness Association.

I make my living in the Jackson Hole area as a wilderness guide and outfitter, a ranch hand, and part of the time as a construction worker.

I live in Wyoming because we currently enjoy a higher quality of life than people in the United States enjoy in just about any other area. This quality of life is dependent partially on the individual liberties associated with minimized levels of governmental intrusions into private lives.

It is also directly dependent upon our unequalled wild lands, wildlife, and open space resources. And I would like to say that individual liberty not only entails the rights of developers to make a profit from publicly owned resources; it also entails the rights of individual citizens to enjoy and experience some of the last remnants of unspoiled country that we have in the United States and the clean air and water and wildlife benefits that go with that.

With the introduction of the Wyoming Wilderness Act, this unique wildlife heritage, wild land and wildlife is threatened as never before. It will not accept the mandated industrial development of over 31½ million acres of land that is currently in a wild and roadless condition.

I would like to say too that I appreciate your stated willingness to relook at some of these areas in the bill and relook at some of the areas that are not in the bill right now, and your willingness to listen to what other people are saying is something that I definitely appreciate.

On the same token, I must frankly say that the fact that you propose such a small wilderness bill, a very unbalanced approach, I might add, is evident, and I strongly believe this to be the case, that you have seriously misrepresented the feelings of Wyoming citizens about our lands.

The alternative W proposal that you have heard about on numerous instances is a carefully researched and thought-out plan that is designed not to protect scenic high elevations in our mountain range, but more importantly to protect our wildlife habitat. The habitat is the home for some of the most significant population of big game and other wildlife species remaining in the United States.

As a matter of fact, the greater Yellowstone complex of wild lands, which includes most of the controversial areas in northwest Wyoming, is perhaps the greatest concentration of wildlife habitats remaining anywhere in the entire world. To trade this off for an extremely marginal timber resource in comparison with what's available in other parts of the country and a limited and temporary hydrocarbon resource

is pure folly. And personally, I do not believe that the people in Wyoming are going to stand for this.

We have to see some very serious changes in this wilderness bill in order to support it. And while I feel that the west slope of the Tetons and the corridor are areas that are as deserving of wilderness protection as any place in the State, the simple addition of these areas to the bill in its present form is not going to cut it.

In the interest of reducing redundancy, I would just like to briefly express my concern with the current release language the way it's stated and also express my support for the concerns that Bruce Hamilton earlier expressed as far as that release language is concerned.

I would like to briefly mention a couple of specific areas that I haven't heard much about yet. We have heard a little bit about Grayback Ridge. We haven't heard much about Palisades. These are two roadless areas in the so-called overthrust belt of the Bridger-Teton and Targhee Forest, which includes some of the best big game habitat to be found in Wyoming. The value of these areas—and I am talking about the long-term value of these areas for recreation, for watershed, and particularly for big game hunting, and outfitting for the contribution that makes to the economy of northwest Wyoming far outweigh the relatively short-term economic benefits that may or may not be gained by opening the areas to oil and gas exploration.

Senator WALLOP. Could you conclude, please? Time is up.

Mr. WOLKE. You bet.

Finally, I would like to emphasize that in addition, no wilderness bill would be complete in Wyoming and I think I can say that we will have a hard time supporting any wilderness bill that doesn't include protection for the southwest slope of the Gros Ventre, which includes the Little Granite Creek site, as well as the eastern part of the Gros Ventre, which includes Kinky Creek, Klondike Hill, Badger Creek, and Rock Creek. As well, no bill can be supported if it does not include protection for the basins of East and West DuNoir Creeks.

Gentlemen, it is my sincere hope that in the spirit of democracy, individualism, statesmanship and just plain old-fashion commonsense that you will make a firm decision to protect and not squander the unequalled and irreplaceable wild land, wildlife heritage that we in Wyoming and the Nation so precariously enjoy at this time.

Thank you for the opportunity to testify. I look forward to you continuing this process and this dialog into the future.

Thank you.

Senator WALLOP. Ken Morgan.

STATEMENT OF KEN MORGAN

Mr. MORGAN. Thank you.

First of all, I would like to thank you gentlemen for this opportunity to meet with you here in Wyoming and discuss issues which are of profound importance to us all.

My basic purpose of being here is to briefly acquaint you with two areas which do not appear among those areas being recommended for wilderness in your legislation. These areas are commonly referred to as Commissary Ridge and the Salt River Range, both named for the natural features that dominate them in a very real sense.

It has been my privilege to grow up in and spend a major portion of my life in western Wyoming. So these two areas are more than just places on a map to me. Indeed, both areas have been for a metaphor for the immense changes which are now sweeping Wyoming.

Commissary Ridge is a biologically rich and remote region. It is the headwaters region of both the Bear River and the Hams Fork of the Green River. It is home to some unique forms of life such as Bear River and Colorado River cutthroat trout, mountain lion, wolf, and grizzly bear. The area adjacent to sagebrush and juniper skips offer unexcelled habitat for elk, moose, mule deer, and black bear.

The Wyoming Game and Fish Department recommended the establishment of a wilderness area there during the RARE II process.

The Wyoming Game and Fish has for many years managed the large resident elk herd with little or no supplemental winter feed due to the quality and availability of suitable year-round habitat. This is an extremely rare situation in recent times and is an important indicator of how valuable and productive the habitat is.

Due to its remoteness and minimal manmade impacts, the Commissary Ridge Area is now wilderness not even named by the natural fact.

During the RARE II review process some Forest Service professionals expressed in their belief to me that at least a portion of the Commissary Ridge Area should be discussed for wilderness. Their concern, and mine as well, is the corridor area and the northern portions of the Teton Range. Those beliefs never materialized in the RARE II review, even given large public support for the wilderness there because of the large importance attached to the oil and gas reserves. There was never any attempt to identify which portion of this large area—which areas might be prime oil and gas sites. There was only a blanket inclusion of wilderness, a decision which struck me at the time as particularly callous and bureaucratic.

The Salt River Range Area encompasses extraordinary watershed area of the Salt River Range itself, including major tributaries of the Snake River, the Greys River, and Salt River.

What is most striking of the area aside from its wilderness characteristics is the range and diversity of the habitat types from jagged peaks to grasslands, from mixed conifers to sagebrush areas to riparian zones. It is the habitat of black bear, moose, lynx, bobcat, mountain lion, grizzly bear, and Snake River cutthroat trout. The opportunities for wilderness recreation are abundant due to the geologic and biologic diversity of the area.

The Salt River Range is naturally connected to the Commissary Ridge Area to the south, the de facto wilderness in the southern Wyoming range and beyond the Bridger Basin to the east and to the BLM study areas of the moraine mountains and Coal Creek to the south.

It is my belief that the Commissary Ridge and Salt River Range Areas are critical components of the wildlife resource of western Wyoming from the Greys River south to the Uinta Range. If Evanston's oil and gas development occurs along the overthrust region to the Greys River, the existing wildlife and wild land resource may be irreparably damaged.

It is my hope that you will not reject out of hand the idea of a Commissary Ridge and Salt Range wilderness.

I will be submitting additional written information to you in the future which will further inform you about these ranges.

Senator WALLOP. Thank you very much.

Louisa Willcox.

STATEMENT OF LOUISA WILLCOX

Ms. WILLCOX. Thank you, Senator Wallop, Congressman Cheney, and staff of the committee.

My name is Louisa Willcox, and I live in Lander and spend months of each year traveling in Wyoming's wild lands in my work as a wilderness expedition leader. I am also a board member of the Wyoming Wilderness Association. And I appreciate the opportunity to present my testimony today on the Wyoming Wilderness Act of 1982 and hope that this is just the first step in an ongoing dialog over issues of great portent that it contains.

And in addition to my own remarks, I would like to present to you an article from the Casper Star this morning, an article that was referred to previously by Bart Koehler. In fact, it is by Bart Koehler. And I would like to present it as part of the written record as well.

In my view and those of my students, who I hear constant amazement from when I take them into the mountains and the amazement at the magic of this Wyoming wilderness, these lands have no parallel anywhere in the Nation. And as one student told me on a ski mountaineering trip 1 month ago as we stood on a ridge above Silas Canyon, an area excluded, by the way, from your Popo Agie proposal, "Knowing that such stretches of magnificent country still exist makes life possible in Hackettstown, N.J."

Let us not forget this country is the stuff of people's dreams across the country, and tread softly, to use Yates' words, for you tread on our and their dreams. Not only that, but you also tread on dollars, income brought in by recreational users, hunters, backpackers. And keep this in mind when you think of money expended in roads and timber from these high elevation areas, ultimately there may be more economic value in these areas preserved as recreational use, preserved as wilderness.

I would also like to address a few points in the bill which I think is, in general, extremely shortsighted. While the delegation is to be commended for its withdrawal of mineral leasing, exploration, and development of existing wilderness, other provisions, particularly the release language and the prohibition from consideration of further designation until the year 2000 are not, I believe, in the best interests of Wyoming wild lands, wildlife, or the recreational users that come from everywhere in the country.

In a democratic system, citizens should be able to request and Congress propose additional areas of wilderness as it sees necessary. Bringing the RARE II process to an end, as you suggest, under the current release language would be an insult to the time and energy Wyoming citizens have spent over RARE II in the past.

If we wait until the year 2000, which as Bruce Hamilton has indicated will be 2012, nothing but scraps of precariously dwindling wildlife populations may remain after intensive nonwilderness management on those lands which have been released. And if we don't

keep this continuance process of considering wilderness in the national forest planning process, it may well be too late 30 years from now. And I fail to see anything about roads, pumps, mines, and cutting scars in the lower elevation areas such as in the Gross Ventre, the Wyoming Salt Creek, Salt River Ranges, Washakie, where there are conflicts already with timber and oil and gas interests.

With respect to acreages in the current Wyoming bill, I urge you to look at alternative W, a proposal which was carefully prepared, carefully thought out and researched by Wyoming conservationists with the integrity of Wyoming's irreplaceable ecological systems at its heart. Much of these lands contained in this alternative W proposal cover a range of diverse eco systems from the high peaks, ice and rock, down to the sagebrush flats, which is an important thing to have, containing big game winter range, the migration routes, the whole gamut of habitat needs of wildlife.

Specifically, I would like to address a couple of areas. The Popo Agie primitive area is one and the Washakie is another.

Senator WALLOP. Could you bring it to a conclusion?

Ms. WILLCOX. Yes.

I would just like to recommend other specific areas in the Washakie-Popo Agie primitive areas and would like to pay special attention to the southern crest of the Wind Rivers and southern flank of the Wind River Mountains, which offer good fishing, great climbing—it's a beautiful area around the Roaring Fork area and Silas Canyon—really be considered for addition to the Popo Agie.

In addition to the Washakie Wilderness, I would recommend 282,000 acres be added, the Wapiti Valley South, Castle Rock, and Carson Lake, the DuNoir area and Frances Peak all deserve consideration to be added to the Washakie.

I would just like to conclude with a quote from Aldo Leopold. He said one time, "Wilderness is the raw material out of which man has hammered the artifact called civilization." And I just want to ask you if this raw material is reduced to mere scraps, isolated, unstable islands out there, as I believe your bill under its current proposal condition would do, what does this say about the quality of civilization that our children will experience?

Thank you for the opportunity to comment.

Senator WALLOP. Dick?

Mr. CHENEY. Thank you very much for your testimony.

Senator WALLOP. Thank you all.

Another panel, another northwest Wyoming panel: John Cooke, Cora; Hank Phibbs, Jackson; Leslie Peterson, Jackson; Les Shoemaker, Jackson; Ben—I don't believe that's right—Ben Toland, Riverton; and John Coetz, the Darwin Ranch.

Les Shoemaker, you are still from Dubois, aren't you?

Mr. SHOEMAKER. Sure am.

Senator WALLOP. I thought my list was wrong. It says you are from Jackson.

OK. Hank Phibbs.

STATEMENT OF HARRY C. PHIBBS

Mr. PHIBBS. Mr. Chairman, Representative Cheney, thank you for the opportunity to appear and present testimony to you regarding this important issue.

My name is Henry C. Phibbs. I'm a resident of Jackson, Wyo., having grown up in Casper with Congressman Cheney.

Today I am speaking for myself, I am adding to the record, not for my wife. She has been quite busy working on a separate political campaign, and I think she will try to comment to you as time allows. But I like for the record to be clear about that.

Gentlemen, the area of my specific concern is northwestern Wyoming, which as Senator Turner and others have pointed out is perhaps the greatest wildlife sanctuary remaining in the United States of America. Please understand that my comments regarding the release language of the bill do not presume any malice or ill will on the part of this delegation. We are all here Wyoming's children, and I do not question for 1 second your love for the land and the wildlife of the State.

I would like you to know that, because I feel very strongly that the language that is presently in the bill regarding the use of nondesignated Rare II lands will result in the disruption of a considerable portion of Wyoming's world-famous wildlife habitat.

The way I guess I can best address how that will happen is to examine the experience I have had in the Bridger-Teton National Forest over the last 6 years. I have been involved in two administrative appeals which have gone to the Chief of the U.S. Forest Service, one directly concerning the timber management plan which presently governs all nonwilderness lands in the Bridger-Teton. And I believe that includes several million acres of the lands before you in this bill.

The timber management plan now in effect in the Bridger-Teton National Forest is based upon the stated assumption that the U.S. Forest Service can manage to cut this level of trees because it can grow them faster than nature does by itself because there is a road into every drainage. The rotation presumptions are based on absolute and complete access into all commercially available timber stands. And by commercially available, I mean not withdrawn through wilderness designation or in the RARE II consideration. That's the administrative procedure under which this forest is managed.

When the lands not protected by RARE II are released, they are going to be gobbled up into that meat grinder that is sitting there right now. And in addition to that administrative process under the timber management plan, there is language, as I think Bruce Hamilton has correctly referenced in the bill, which would appear to mandate that kind of management. And that is the reason why I feel that the bill as presently structured will have a major adverse impact upon our wildlife resources in northwestern Wyoming.

I have heard you this morning indicate very clearly that it is not your intent to mandate this kind of development; that, in fact, you are interested in flexible management possibilities, some of which were well presented by Senator Turner. I urge you to make this clear in the law, and I urge you to go beyond that and to perhaps address specifically that wildlife and habitat requirements are going to be protected regardless of the formal designations you end up at the conclusion of your consideration.

I believe that the bill in its present form omits considerable acreage in northwestern Wyoming with which I am familiar that should be included. The West Slope of the Tetons, which you heard mentioned this morning, is most deserving of attention.

Senator WALLOP. Could you conclude, Hank?

Mr. PHIBBS. I will do my best, though I don't know that I can achieve it. Knowing I am a lawyer, you know that might take a day or two, but I will work on it.

The West Slope of the Tetons, the Teton Corridor, Granite Creek, Jack Creek, and Kinky Creek and the DuNoir all should be included.

In conclusion, I would just mention there are other areas I hope you will consider around the State. And commenting to both of you, you cannot create a wilderness. God has already taken care of that for us. You can destroy it. And in your consideration, I urge you to come down on the side of protecting what we have now through the designation of additional lands and wilderness and for the adoption of special management language to protect wildlife habitat lands which are not specifically designated wilderness.

Thank you for the opportunity to comment, and I would like to present my written comments further.

Senator WALLOP. Thank you.

Les.

STATEMENT OF LES SHOEMAKER

Mr. SHOEMAKER. Gentlemen, you really got to me when you took Whiskey Mountain out of your—out of the wilderness designation, because I have lived there for 40 years with my family on the CM Dude Ranch that sits at the foot of the mountain, and the Whiskey Creek runs into my meadows. And you are going to let people drive into the upper canyon. I don't let people drive vehicles into the Upper Fork Canyon, and I don't drive my own up there.

I have my own little wilderness area adjacent to this one. I killed an elk there 39 years ago, and I have had 100 sheep up there for 20 years every fall as an outfitter and guide. I have a Forest Service permit for horses and cattle on Whiskey Mountain.

So, I not only live in Dubois, I live on Whiskey Mountain. So, it was with regret and consternation that I reviewed your plan to remove wilderness designation protection from Whiskey Mountain.

This area is spring, fall, and winter range and a significant portion of the hunting area for the largest herd of Big Horn sheep in the world. I don't think there is any area in our State more vulnerable to regulated vehicular use nor more deserving of wilderness classification than this one.

The reasons given for exclusion from the Fitzpatrick Wilderness Area when Senator Hansen turned it into the Glacier Primitive Area, part of which it already was, and the reasons given for its exclusion in your present wilderness bill have questionable validity. Sites for winter trapping for transplants and studies are adequate and convenient on adjacent lands belonging to the Bureau of Land Management, the Game and Fish Department, and the Forest Service.

The claimed necessity for motor vehicle access to manipulate, enhance, control, fertilize, and manage the existing range has practically no merit. Mother Nature did a beautiful job when she set this sheep range up. There was a 6,000-acre burn that covered the full side, the western side of Whiskey Mountain and is adjacent to this little area you are leaving out. And it isn't manipulation that isn't needed on Whiskey Mountain; it is protection.

Preceding Fitzpatrick, the western boundary of the Glacier was the hydrological divide between Torrey and Jakey's Fork Creeks. Since Bureau of Land Management land extends to more than 9,000-foot elevation and less than half a mile from timberline, it was possible to work a route on Whiskey Mountain without violating the classified portion.

Since the hunting season coincided with the return of sheep to that fall range and the first foals of the rams to their breeding area, it was fashionable to hunt Whiskey Mountain by four-wheel-drive vehicles. Every day there was Jeep after Jeep in the very area where there should be a minimum amount of commotion.

All of the high park of the mountain is suitable for travel by all-terrain vehicles as they break through the timber. And this is half of the area that you plan to exclude. And while many people who drove vehicles up there conformed to the restrictions and closures, there are many people that did not. And all of the mountain is subject to hunters and vehicles everyday. And I know this because I hunted sheep up there for 20 years in the high country on Whiskey Mountain and I could see them.

That part previously of the Glacier would be open by your proposal. The other open areas would be reversed from what they were.

Senator WALLOP. Les, could you conclude, please?

Mr. SHOEMAKER. Yes, all right.

A resource as outstanding, extraordinary, and unique as this sheep herd should enjoy pristine environment. The 10,000-plus-acre winter range at lower elevations and in an area of limited snow and precipitation offer opportunities for people to view these animals from cars and with pleasure. Part of the forest above timberline from 9,000 to 11,300 feet should require a reasonable effort from all who would experience a quality hunt, and the area should receive protection a wilderness classification can give it.

I would like to tell you also that we have the opportunity to take our ranch guests up there and we take a horseback group of 40 to 60 people up there every week or 10 days through all the summer. And we have the opportunity to really see the enjoyment of these people who are probably the more affluent and prominent people from all over the world. And the fact that it is a classified wilderness is important to them. I hate to see you delete this area from your proposal.

Mr. CHENEY. I wonder if we can go out of order just briefly just for a second here, Les, and explain the background of that section of the bill.

It is not our desire at all to interfere with the protection of that herd. And, in fact, the deauthorization of that area was done because of a desire by the Forest Service to be able to manage that sheepherd in a better fashion. Specifically, the subcommittee I serve on in the House took testimony from Assistant Secretary of Agriculture Rupert Cuttler who served in the Carter administration in July of about, it would have been, 1979, I believe, or 1980, that the Forest Service favored declassification of the area so that they could get motorized vehicles, specifically, helicopters and trucks in there in order to remove excess sheep.

Certainly with respect to the legislation, we would not want to declassify the area if that was going to result in any way in degradation

of its protection or damage the herd. But the reason that particular sentence is in the bill, was specifically at the request of the Forest Service in order to improve management of the herd.

Senator WALLOP. I might just add that that request comes as well from the Wyoming game and fish, which is certainly a high advocate of wilderness in other areas. So there was no intent—

Mr. SHOEMAKER. I mentioned that all the time we have been going on, for the last 15 years, is all outside the forest boundary on BLM lands. And there is no necessity to go up there. There is a tremendous 6,000-acre burn that is exactly adjacent to it. The idea of using vehicles for a controlled burn seems unreasonable.

The idea of fertilization or utilization of that high altitude up there between 9,000 and 11,500 feet, above timberline, it's wind swept all the year, is a perfectly natural situation. It allows those sheep to winter on top of the mountain, as well as down below.

Mr. CHENEY. Well, we will be happy to get back to you on it, and we will pursue it further with the Forest Service. But may be the right response is for us to get some explicit language in the bill to permit the game and fish and the Forest Service to do whatever they need with respect to management of the herd.

Mr. SHOEMAKER. Well, this would be fine.

Mr. CHENEY. You wouldn't have any problem with something like that.

Mr. SHOEMAKER. No, I certainly would not.

Mr. CHENEY. Well, I think our objectives are the same.

Mr. SHOEMAKER. What I am concerned about is easy access for the public. If the sheep are as important as people say they are—

UNIDENTIFIED SPEAKER. The local ranger agrees that it should be.

Mr. SHOEMAKER. Yes, our local administrator.

Mr. CHENEY. OK. We will go back and take a look at it and see if we can find a way to satisfy your concern.

Mr. SHOEMAKER. Thank you.

Mr. CHENEY. We wouldn't want to cross the local ranger.

Senator WALLOP. Ben Toland.

STATEMENT OF BEN TOLAND

Mr. TOLAND. Senator Wallop, Representative Cheney, I am from Lander, Wyo., a resident of Lander, Wyo., and Riverton. And I formerly have lived in Jackson for many years.

I believe that the Wyoming wilderness bill in its present form does not adequately protect Wyoming's natural resources. The amount of wilderness acreage recommended is far too low. And as a result of this disparity in my mind, the bill's release language for nonwilderness lands would bring about a negative impact of a natural environment, as well as the quality of life in Wyoming.

Over the last decade, in both summer and winter, I have traveled through many Wyoming areas which I believe are deserving of wilderness designation which are not included in the current wilderness bill. This has been both as an expedition leader and on many private trips.

Alternative W's proposed additions totaling about 2.4 million acres would provide an integrated system by producing lower elevation ecosystems which are adjacent to the higher mountain regions. These ad-

ditions which are currently managed as wilderness and truly of wilderness character have significant values, including economic values through both public and commercial recreational use.

The Rare II process identified the recreation-related sectors as one of the largest economic sectors in terms of percentage of total work force in several parts of Wyoming. Much of this recreation is wilderness dependent, and if properly protected, will continue to provide long-term benefits to Wyoming.

Certainly there are also many noneconomic values of wilderness to be considered, such as scientific and educational, which are of natural significance. I believe these educational and scientific values will become increasingly important over the next century. Specifically on the western slope of the Bridger, the Silver Creek, Bear Creek Areas are alternative areas that should be included. This would provide a link between the BLM-proposed Schab Creek Wilderness and the Bridger Wilderness. It will protect watershed and population of mule deer and mountain lion.

You should also include Cottonwood Creek. This would prevent the destruction of a new access corridor, a new trailhead.

The high regions of the Wind River mountains have seen increasing and heavy visitor activity over the last 5 years and would be ill served by additional access points. An additional roadhead would only hasten the deterioration of the Bridger Wilderness, one of the finest in the lower 48.

The lands in upper Boulder basin and the adjacent area of Willow Creek and Two Forks Lake should be included. It is prime habitat for big horn sheep and elk and there appears to be little other conflicts. This wilderness boundary would cross the Middle Fork near the Popo Agie Falls rather than 8 miles farther west as proposed in the wilderness bill. This is highly appropriate as the area between the falls and Two Forks Park receives much use by backpackers, skiers, and snowshoers. Opening this section to trail bikers and snowmobiles would preclude a wilderness experience for many people of Lander and surrounding areas. Currently this is nonmotorized and agreed by many people of diverse socioeconomic backgrounds.

There is no mineralization in the Popo Agie addition according to the USGS and the Forest Service, and it's an important wildlife habitat, which I believe will be damaged by motorized vehicles.

I don't have time to address other areas I am familiar with, but I would urge you to reconsider each of the alternative W proposals.

Senator WALLOP. Could you conclude, please?

Mr. TOLAND. The withdrawal of mineral exploration and development in the wilderness areas is to be commended, and I thank you for the opportunity to present my views, and I hope you remain receptive to modifications in the Wyoming Wilderness bill.

Senator WALLOP. Thank you very much.

Vistara Parham of Sheridan.

STATEMENT OF VISTARA PARHAM, ON BEHALF OF THE HIGH PLAINS ALLIANCE

Mr. PARHAM. Good morning. I'm here today on behalf of the High Plains Alliance, a newly formed grassroots organization from the northeastern part of the State.

I think many of you are here for the same reason I am here, and that is we are beginning to realize what is at stake. It's going to dawn on us that we are preparing to engage in an all-out battle.

We who love the land have to fight. But fight whom? That is the question.

There is an old military saying: Know thy enemy. And that is what I'm proposing here today. Let's look behind the curtain and see who is pulling the strings. We haven't recognized our enemy before because he is so elusive.

Who are we up against? We are up against the largest, wealthiest powers the world has ever known. We are talking about organizations that have more wealth than the gross national products of most advanced nations. They have power to topple governments, install politicians, and make decisions which affect our safety, health, and environment. We are talking about multinational organizations.

It goes almost without saying that we can't budget millions for press relations and propaganda purposes. Lawyers and professional lobbyists are a dime a dozen.

Multinational corporations means they are not American. They have some business here, yes, but so do they have businesses in 20 other countries, or 50, or 100. They have no allegiance to America. They have allegiance to only one thing, and that's profit.

What does this have to do with us here today and what does it have to do with the so-called wilderness bill? Everything, actually. It's common knowledge that the large corporations have exploited much of the Third World, and we have all heard stories of South American peasants forced to work 12 and 14 hours a day for starvation wages and so forth. But for the first time there is a plan to be implemented, the same type of operation to be implemented right here within the U.S. borders, the locations, our homeland.

These corporations have a term for us, and that is a national sacrifice area. I must stress it is their term.

From the Black Hills on the east to the Big Horns on the west, southeastern Wyoming, much of Wyoming have been designated as a national sacrifice area.

Those who would like to see a detailed plan can read "Water for Energy, Bureau of Reclamation, October 8, 1976," drafted environmental impact statement. It is a plan for 600,000 people to move into the area.

The air pollution alone is estimated to be much, much worse than of downtown Los Angeles today. And water? Well, they say that the water will be gone, completely gone in 30 years.

So, what is left for us? Both the air and the water and all of our once beautiful region, a desert. They estimate it will take 20,000 to 30,000 years to get the area back in the condition it is today.

Who are these folks? Who can have the untimidated gall to sit in a corporate board room and draw up a plan to level, devastate our beautiful lands? Again, I have to say they are the richest and most powerful organizations the world has ever known.

I would like to emphasize this is not any personal conspiracy theory or paranoia. These plans are drawn up. You can write to them and they will send you the plans.

We are talking about consolidated power. Out of the 130 largest corporations in the world, 123 of them have direct interlocks with at least half the others.

If you stop and think for 1 minute, you can easily see the enormous amount of power and wealth that is concentrated in the hands of these people. These are the people who want to move in, exploit our State, and leave.

Senator WALLOP. Could you conclude, please?

Mr. PARHAM. So, we have to see what is going on all around us.

Shell Oil got 26 million dollars' worth of our native land on Wednesday. Shell Oil is a foreign company, the No. 1 largest corporation in the world outside of the United States.

Who is selling our native soil for our companies? Who wants to have the BLM sell unneeded lands—quote—unneeded. And we have a wilderness bill that will put up another 3½ million acres.

In conclusion, I want to say that ultimately I think it's we the people who can and will be victorious. These people may have wealth and power, but people come together and face this crisis in a united way, dedicated to our children and the land we love that has spiritual power.

I think the times are changing. New coalitions are being formed. Farmers, ranchers, students, Indians, conservationists, we all got together in Sheridan County last year and killed the Little Bighorn slurry proposal, even though the corporation—

Senator WALLOP. Could you please conclude?

Mr. PARHAM. Yes. Even though they sent in corporate lawyers and so forth.

So, my conclusion is we need to go to the people. We will be wasting our breath to expect a change of heart really from the people in power. We need to send letters to the editors all over the State and let the people know what is actually in this bill. And when that happens, I think the people will take a stand. And that's the kind of pressure that the people in power will listen to.

Senator WALLOP. Thank you.

We will call a 10-minute break.

[Recess taken.]

Senator WALLOP. We will try to get back into the business.

I don't have a head count of how many is left, but I can see that there is still about 50. So, there is much to be done.

Next is panel No. 10; Loring Woodman, the Darwin Ranch; Fred Reed of Alta; Anita Dyer of Cora; Roy Feutz of Lander, and Mace Countryman of Dubois.

Loring, are you ready?

STATEMENT OF LORING WOODMAN, DARWIN RANCH

Mr. WOODMAN. Honorable Senators, my name is Loring Woodman. I own and operate the Darwin Ranch in Teton County. It is a 160-acre summer guest and hunting operation that I started in 1964 when I was 21 years old.

It has grown with the years, become a success and is a haven for people looking for wilderness vacations. The Jackson Hole Chamber of Commerce says it knows of nowhere else to send people when they ask for an isolated mountain ranch.

We are 50 miles from Pinedale, the nearest town by road, and 22 miles inside the national forest boundary. Most of our guests fly in and out using a small dirt air strip that I built in 1967.

Your proposed wilderness bill as it stands now would surround the ranch on the north and the west by the Gros Ventre Wilderness Area. The east side is well protected by a scenic ridge of nearly 4,000 acres of cliffs, aspens and landslide debris which has not marketable timber and is too unstable to be roaded.

And on the south side, however, we have a different story. Here a magnificent red sandstone upheaval called Red Bluff Ridge forms a 1,300-acre mountainside supporting 1,000 acres of marketable timber. An 8-million board-foot timber sale is scheduled to take place on this mountain overlooking the ranch as soon as the issue of the wilderness boundary has been settled.

During the RARE II process the Forest Service received in the vicinity of 250 letters from all over the country pleading that Red Bluff Ridge be spared the axe and incorporated into the Gros Ventre Wilderness. The Forest Service was so impressed that it agreed to put the timber sale on hold until the issue could be decided by Congress.

This is my last chance to save a project and, a way of life that I have worked long and hard to develop. My clientele is appalled that this tiny wilderness haven is about to be converted into building materials when it is already creating more jobs as a recreation industry than it ever will as a tree farm.

It is the last of its kind and incredibly beautiful. The entire valley will be one of the major jumping-off points for the public as they visit the Gros Ventre Wilderness.

The Forest Service is sufficiently aware of the unique values, and we are working together to limit the type of development possible in the future on this unique piece of private land.

As soon as the present version of your bill goes through, the Forest Service plans to make 8 million board feet of timber on Red Bluff Ridge available for clear-cutting, thereby guaranteeing the destruction of the wilderness setting upon which this native Wyoming industry is based.

In terms of economics—and that is perhaps rightfully the important issue of the day—the following figures come from the Forest Service itself: Approximately five jobs are created per million board feet of timber harvested. So, the proposed Kinky Creek sales will give us 40 jobs for 1 year or the equivalent. Since these trees lie between 8,400 and 9,600 feet, however, they will take all of 110 years to grow back to marketable size. Thus, the number of jobs created on a steady basis, which after all is the only fair way of comparison, would be $\frac{36}{100}$ of a job each year.

When I pointed this calculation out to the Forest Service, based on their own figures, they immediately upped their estimates of how much timber they would cut: one-third now, one-third in 20 years, and the final third in 40 years. Since they estimate that the management area contains a total of 23,000,000 board feet, that would mean 115 jobs. But divided by 110 years, that comes to less than 1.05 jobs per year, and then only if they cut the entire resource in one fell swoop starting tomorrow.

Obviously the economics of the argument are strongly in favor of the Darwin Ranch. My business depend on preserving the wilderness values of this mountain valley intact.

Your bill in its present form and the natural qualities of 4,000 acres of unstable and unproductive landslide debris have gone three-quar-

ters of the way toward keeping this wilderness valley intact. I cannot for the life of me understand why you can't go the final mile and support this unique business by adding 900 acres of usable forest and 360 acres of commercially unusable timber pine, all spectacular and crucial acres, to the Gross Ventre Wilderness Area.

Senator WALLOP. Loring, could you conclude, please?

Mr. WOODMAN. Yeah.

In 1979 I submitted an alternate boundary to the Forest Service and all three members of the Wyoming congressional delegation. The details of my proposal are on file in the congressional office.

What's important is that the core 900 acres on Red Bluff Ridge go into the wilderness proposal.

This issue is simple. There is no snowmobiling or Jeep traffic possibilities to forgo since the ridge is so densely timbered they can't get around. The geologic structures are wrong for gas and oil and there are no mineral entries to contend with.

You have it in your power to save or condemn a native Wyoming business that provides more economic benefit to the State than does harvesting the timber. I urge you to consider long and hard before you destroy an area of magnificent scenic and wilderness values that is used year after year and is paid for year after year by out-of-State vacationers supporting the Wyoming economy.

The aesthetics are on my side and so are the economics. What else do you need?

Senator WALLOP. May I ask the panels please to respond as promptly as you can to the call to conclude, because there are other people—it's not a question of you alone, but there are 50 other people who yet have to testify and they have come as far and got up as early and have as far coming back. So, have consideration for them, if you would respond, please.

Fred Reed.

STATEMENT OF FRED REED, ALTA, WYO.

Mr. REED. My name is Fred Reed. I am a resident of Alta, Wyo., Teton County.

My wife and I started a small aviation business in 1973. In 1974 Loring Woodman approached us to supply air transportation to the Darwin Ranch for his guests. We have been flying for him since then, and now our transportation has become an integral part of the ranch's day-to-day operations.

The Darwin Ranch is a major customer of our business, and we feel very strongly that if something would happen to jeopardize the existence of the Darwin Ranch, it would greatly affect our business.

I see and talk with the guests going into and coming out of the Darwin Ranch, people from many different walks of life from all over the country. And the excitement and joy these people express about their stay at the ranch makes flying to Darwin Ranch a very important part of my life that I would sadly miss if the ranch was no more.

Senator WALLOP. Thank you, Mr. Reed.

Anita Dyer.

STATEMENT OF ANITA DYER

Ms. DYER. I am Anita Dyer. I own and live in a house 20 miles north of Cora in Sublette County. I have chosen to live here in the Kendall

Valley on the upper Green River because of the remarkable scenery of this area.

I am a member and retired officer of the Sublette County Wildlife Federation. And as a resident of Sublette County with friends and neighbors in the cattle ranching business, I find watershed questions impossible to ignore.

Because my home is only a few miles from the proposed Gros Ventre wilderness, I am concerned by the fate of this area. I have been, and remain, opposed to the plans of the Forest Service to timber the roadless areas surrounding this proposed wilderness.

The areas of the Red Bluff Ridge, Klondike Hill, Badger-Rock Creek and Jack-Twin Creek timber sales are of particular interest to me. I am convinced that these timbered areas should be included in the Gros Venture area.

These lands are valuable as wildlife habitat, a watershed for the Green River and have indisputable scenic value for the people who know of and use them.

Most important, I would like to point out that the timber has a greater commercial value standing than it does as lumber. Any number of businesses and individuals benefit from the tourists who pour into Sublette County to gape at the scenery, shoot the elk, fish the streams, drink the water, and breathe the air.

The proprietors of several of these businesses are my neighbors and friends: The Place, the Green River Guest Ranch, the Game Hill Ranch, the Snook, and Evelyn Moore's Ranch all benefit from the tourists who are drawn by the pristine quality of the Gros Ventre, by its roadless, wilderness quality. All of these businesses will be adversely affected by your failure to include the timber within the wilderness boundary.

The one business that will be most dramatically affected by the proposed logging is the Darwin Ranch. I have worked at the Darwin Ranch a number of seasons during the past 8 years and will be working there again this summer.

Cooking there has been one of the more challenging and financially rewarding jobs I have had. I certainly am looking forward to working there in the future. I hope you can appreciate the contribution this business makes to the economy of both Sublette and Teton Counties. Just the quantity of food purchased through the local supermarkets is quite impressive.

I think that the tourist industry of northwestern Wyoming is a most impressive resource. It is the definitive renewable resource as each happy tourist will not only return, but will encourage his family, neighbors, friends and coworkers to vacation here also.

All that is required is that you leave our scenery alone, leave the trees alone, leave the wildlife habitats alone, leave the water and air clean.

The Nation, as a whole, wants the energy resources of Wyoming more than its wilderness resources. However, there are no energy resources in the Gros Ventre. There is only a relatively small quantity of timber or an incredible wilderness.

Americans are feeling very much the crowding and restrictions of urban living. They want to spend their vacation time and dollars on an outdoor vacation. Enough of them choose to do so at the Darwin Ranch to support a number of jobs.

It is almost impossible to believe that the Forest Service would consider jeopardizing this successful business and the income and jobs it generates for appropriate management of 900 acres of timber on Red Bluff Ridge.

I will certainly be affected by your decision to exclude the timbered areas of Klondike Hill, Badger-Rock Creek, and Jack-Twin Creek from the Gros Ventre wilderness. I will be able to sit in my living room and watch the dust clouds of the logging trucks rolling out of the woods. But the effects on the local economy will be subtle and hard to pinpoint, even though one business is dependent on the use of any of these areas for its survival. However, your decision to exclude the area of Red Bluff Ridge from the Gros Ventre wilderness almost surely means the end of the Darwin Ranch, a business which generates a number of jobs, mine included, and makes a significant contribution to the economy of Wyoming and the Nation.

I unhesitatingly support the alternative W boundary proposed for the Gros Ventre wilderness.

Senator WALLOPS. Thank you.

Roy Feutz. I have had two of those blistered in my ears and neither one of them was Feutz.

STATEMENT OF ROY FEUTZ, LANDER, WYO.

Mr. FEUTZ. I answer to anything from ship to nuts.

My name is Roy Feutz. My address is Box 200, Squaw Creek Route, Lander, Wyo.

I'm a property owner, rancher, egg producer, big-game outfitter, and hunting guide. I have been a permanent resident of Wyoming since 1960 and resided in the State 9 years prior to that date.

I am retired from the U.S. Air Force as a lieutenant colonel. I have been on trail rides, hunting, fishing, and backpacking in the Snowy Range, the Absoraka Range, the Wind River Range, and the Gros Ventre Range.

I'm very well acquainted with the Darwin Ranch and the proposed Gros Ventre wilderness area. I have been a professional guide and big-game outfitter working from the Darwin Ranch since 1967. Nowhere have I seen a facility so magnificent.

I strongly endorse an area of approximately 900 to 1,000 acres immediately south and east of the Darwin Ranch to be included in the wilderness area. If this proposed tract is not included in the wilderness area and remains national forest for multiple use, which will include timbering and mineral exploration, et cetera, you will have a devastating effect on the Darwin Ranch.

The unique location of the Darwin Ranch in the Gros Ventre Valley is one of a kind in Wyoming and the United States. It provides the remoteness desired by vacationers, recreationists, and hunters.

To preclude including the proposed area within the proposed boundary would deprive the ranch of this remote setting. Further, it would have a devastating effect on the big-game hunting potential.

The esthetic and economic value to the State of Wyoming and the United States is immeasurable. I beg your indulgence in consideration of this proposal.

Senator WALLOP. Thank you very much, Roy.

And it's my understanding that Mace Countryman isn't here but one of you has his testimony.

Mr. WOODMAN. We have his testimony, if we could read it.

Senator WALLOP. Well, in the interest of the other people who have yet to come, why don't we simply insert that in the record as if he were here and delivered it. It will be made a part of the record in its entirety. And I have as well a statement from Mr. Wigginson of Lander on the same issue, which I will put in the record.

And thank you all very much for coming to—

Mr. WOODMAN. Excuse me. There are some pictures here, if anybody is interested, showing what's happened. And I would be happy to talk to anyone after the hearing.

Senator WALLOP. Now, the next panel is Charles Fiala, Lander, Wyo.; Hank Heasler, Laramie; Meredith Taylor, Meeteetse; Dwayne Howe, Dave Delo, and Bayard Fox of Dubois.

OK. Mr. Fiala.

STATEMENT OF CHARLES FIALA, LANDER, WYO.

Mr. FIALA. Yes, sir. Senator Wallop, Senator Simpson, and Representative Cheney, I welcome the opportunity to speak in behalf of the Popo Agie Primitive Area, the areas which have been excluded from the delegation's bill as proposed wilderness.

I have worked in this area for the Forest Service for a year as a back-country teacher where my job was to go to the back country and teach people minimum impact camping techniques and proper conservation techniques for the area. I later have worked for a leading outdoor school as an expedition leader and a guide in that area.

It's an area that's very dear to my heart, one that has a wilderness character and should be included in the delegation's proposed wilderness.

The small chunk of the Popo Agie Primitive Area proposed for wilderness in your bill ignores past studies, future management, and the wilderness character of the area. The Popo Agie Primitive Area has been regarded as wilderness, managed as wilderness by manager and users for as long as I can remember.

Few conflicts exist in this area. It's a relatively untouched, truly beautiful area. The only conflict I can think of would be for snow-mobilers and motorbikers, and they would like to use that park—or part of that area with their vehicles.

The alternative W plan asks that low-lying forests surrounding the hard granite areas be included in the bill. As it stands now, the Roaring Forks Lake area is excluded from wilderness. This area is an area where one can go and be by oneself in an area that is truly wilderness. It's accessible to people. They can walk a few miles and be in a wilderness area.

If you exclude it from wilderness, then it will have motorbikers in it and people will have to go a lot further to get to a wilderness area; namely, the Roaring Fork Ridge, which is very difficult to get to. And to get to a wilderness area, consequently, it will be made a lot more difficult for them.

RARE II and the U.S. Forest Service recommends Atlantic Creek Basin, Roaring Fork Basin, and Silas Creek area for wilderness. These

areas too are excluded from your bill. Thumb Lake has golden trout in it, and that's a very rare commodity. It would seem a shame to subject that to undue stresses from heavier impacts, which excluding it from the wilderness would do.

Included in the wilderness is Cony Mountain as the eastern boundary up to the Middle Fork drainage. And we are recommending that the wilderness be extended all the way to the Popo Agie Falls on the Middle Fork drainage north to including McMahon Park, the boundary going along the west edge of Shoshone Lake and also following the west edge of the Dickinson Park and north to the Indian reservation border.

We feel that these low-lying forested areas not only offer accessibility as wilderness to more people, but also they have a wilderness character in themselves and should be included in the bill.

I have heard arguments that wilderness locks out old folks and people that have a difficult time hiking, and I think there may be some justification to that. However, in this case by not including it in wilderness, it seems to lock out those people who have a difficult time hiking. If it were to be included in wilderness, then they would be able to drive to areas nearby and hike to an area where they wouldn't be bothered by the noises of motorbikes cruising the area.

One loop which concerns we would be Bruce's Bridge or Popo Agie Falls on the Middle Fork area up to a little place called the Sheep Ridge and then on up to Wortham Meadows where they could do a loop on their motorbikes. And it would seem to just detract from the wilderness quality of the area and, once again, making it more difficult to find wilderness areas nearby Lander.

The Popo Agie Falls should be included. And as the bill is written now, a motorbike could do the loop. The alternative W plan does not ask for more area than already actually is wilderness, has been managed as such, and does not include so much area that the other recreators could find a place to perform their motorbiking and snowmobiling abilities.

So, given these reasons, I would recommend that the Alternative W plan be regarded and included in your bill. Thank you.

Senator WALLOP. Thank you, Mr. Fiala.

Hank Heasler.

STATEMENT OF HANK HEASLER, LARAMIE, WYO.

Mr. HEASLER. Thank you, Senator Wallop, for the opportunity to testify on such an important issue as this one.

I am Hank Heasler. I was born and reared in Powell, Wyo., spent my whole life in Wyoming. For the past 6 years I have been involved with geothermal and geologic research in Wyoming. I have been around drill rigs in potential wilderness areas and have seen the effects that can occur.

A sidelight before I talk about the Shoshone Forest—and I will keep my comments very brief here—is that the Teton Corridor is necessary to Huckleberry Hot Springs. Huckleberry Hot Springs are immediately to the west of the Teton Corridor. And the USGS, in their circular 790, from which I can give you the information, identifies this as the highest subsurface reservoir temperature of any thermal strain outside of Yellowstone Park.

What I think may happen here if this area is not protected, you may see geothermal development on the southern portion of Yellowstone National Park.

My comments about the Shoshone Forest go back to a hearing held in 1978 by Teno Roncalio. At that time, the main conflict was between snowmobilers and people who wanted to see the area protected.

Originally, a bill was introduced to have the area declared wilderness by the late Senator Mansfield. Out of deference to the Wyoming delegation, he left out the Wyoming portions of this bill.

Teno Roncalio held these hearings, and basically the compromise that was to come up was to leave the corridor to snowmobiles and the four-wheel drives. The association in that area thought the area should be wilderness. This is the Beartooth High Lakes region. Why this never came about, I have never researched. But the results of those hearings are available as far as specifics on those areas.

I also, through my lifelong association up there, believe that other areas of the north Absaroka should be declared wilderness. But to go into a specific discussion of the beauty of each area would just be repetitious.

So, to briefly summarize here, I would just like to state that I think much more wilderness should be considered than what has been proposed. I believe that this is especially true of the high lakes portion of the Beartooth plateau, and I think that the testimony from Roncalio's hearing in 1978 would back this up. But I feel the best way for the delegation to get any idea of what I am talking about of the specific mineral values is to go up there and visit it. And to that end, I would gladly at any time go up there and give a brief tour on existing roads just in a matter of hours, perhaps, so you could gain an appreciation on why the Beartooth High Lakes area was originally proposed as wilderness.

Senator WALLOP. Thank you very much.

Incidentally, that was quite a paper on geothermal. I appreciate that.

Congressman Cheney is going to spell me while I have a quick bite, as I spell him when he has one. And I will be back directly.

Mr. CHENEY [presiding]. Thanks, Malcolm.

The record probably does not note that this is the first time that a Member of the House of Representatives ever got to Chair a Senate hearing. I appreciate the trust put in me.

Meredith Taylor, Meeteetse.

STATEMENT OF MEREDITH TAYLOR, MEETEETSE, WYO.

Ms. TAYLOR. I am Meredith Taylor from Meeteetse, Wyo. Thank you for providing us the opportunity to address you on the issue of Wyoming's wilderness.

After much thought about these as yet undeveloped areas, I have come to the conclusion that we should do everything possible to protect our last wild lands. It is difficult to justify any action, any other action, and still keep the best interest of these areas in mind.

For example, wilderness designation to the Washakie additions would be the most valuable and desirable form of management for this area and the surrounding population, its wildlife habitat.

The current recession has reminded many of us that the economy based on natural resource extraction is temporary. As of this week, there is a total of five oil rigs working in the whole Big Horn Basin. Rigs are stacked out in every oil field and work crews are being laid off every week.

In Dubois, the Louisiana Pacific mill has been closed since last fall, and the last I heard from over there, unemployment was running at 44 percent. Many have had to leave town to find work.

And in Cody, the Husky refinery plans to close down this summer and lay off most of its employees. It seems illogical to jeopardize the present esthetics and economic values of designated and potential wilderness by substituting timber and mineral development. Allowing our currently undeveloped lands to be open to multiple-use management is creating a whole dependence on natural resource extraction, which has been historically boom-or-bust.

This would probably mean the natural resources would be removed by the turn of the century with all of the inevitable impacts on wildlife habitat as well as the socioeconomic structure of the surrounding community.

On the other hand, maintaining these wilderness lands designated or proposed as a renewable resource, their future would be indefinite.

On the east side of the Absarokas, many of us would like to see the areas such as the south of the Wapiti Valley, South Fork of the Shoshoni, Middle Fork of the Wind River, and Frances Peak added to the Washakie wilderness. Each of these areas contains prime big horn sheep and elk habitat. These two species have not tolerated mineral or timber development well, and it would be in the best interest of these wildlife populations to provide protection as wilderness designation.

The many uses of wilderness, such as livestock grazing, wildlife habitat, tourism, or outfitting for hunting and fishing have provided a sustained economy for many people in Wyoming, and those people aren't out of work yet. I appreciate the delegation's efforts to provide legislation protecting Wyoming wilderness, but, frankly, the Wyoming Wilderness Act has fallen far short of any expectations. The delegation's recommendations is even less than that of the Forest Service, which I considered the bottom line. I would prefer to see such modifications made as alternative W additions and management with respect to wilderness suitable in the release language before the bill is passed.

Mr. CHENEY. Meredith, could you wrap it up, please?

Ms. TAYLOR. OK.

While you say that development is mandatory in released areas, it would be allowed, the result is the same. Some areas would be developed. And I do not feel that wilderness qualities are compatible with multiple-use development.

In conclusion, I think these additions would provide a stronghold of wild lands that we can all live with and enjoy in the future. In addition, I would like to see this committee solicit comments from the superintendents of Grand Teton National Park and Yellowstone National Park on the proposed wilderness bill.

Mr. CHENEY. Thank you.

Dwayne Howe from Dubois.

STATEMENT OF DWAYNE HOWE, DUBOIS, WYO.

Mr. HOWE. Thank you.

I am Dwayne Howe from Dubois, Wyo. I am a veterinarian and former game biologist. I do some noncommercial horsepacking in the Washakie, Fitzpatrick, and Teton Wilderness Areas.

These wilderness areas are truly remarkable for their abundance of wildlife, game animals, and rainbow, brook, and golden trout. People come from coast to coast to experience the splendor we have in our own backyards and to hunt and fish in our unspoiled high country.

The reason for this abundance of wildlife is habitat. It is but a remnant of what was once an unbroken expanse of wild range from the high plains to the Rockies. But they are surviving there, the elk, the big horn sheep, the grizzly, cut off from their ancestral wintering areas in the Red Desert, the Big Horn Basin, and the breaks of eastern Wyoming. They are surviving on the small fraction of that range that has not yet been severely altered by the hand of man.

But their survival is tenuous. Without the protection, nurturing and even hand feeding by our game and fish people on wintering areas restricted by land development, we would not even have what remains today.

These wild creatures don't tolerate crowding. This past winter a number of big horn sheep in an unhunted population in Yellowstone Park died from an infectious eye disease, a result of too many animals in too small a space. Elk on winter feed grounds suffer from mange, a result of overcrowding. Great numbers of ticks drain the lifeblood of host animals when too many are crowded into a small area.

Malnutrition causes premature death in many young animals, and crowded herds have a lower birth rate than herds on good, natural range. Pneumonia, a disease often brought on by the stress of overcrowding on winter ranges, is a major killer of big horn.

We are here today to again consider not how much wilderness to create, as I read in the Wyoming Wilderness Act, but how much to allow to remain so for our future, for the wildlife of the future, and for our children's future. I see no way that we can leave too much. We have eaten away at our wild lands for 200 years. Less than 2 percent remains.

On behalf of wildlife and future generations, I strongly support Alternative W. I would like to mention four areas of special concern:

The DuNoir: Splitting the DuNoir as proposed in the act would represent another severe encroachment into sensitive wildlife habitat. The elk seem to like it the way it is. Where else can a wildlife photographer see 100 secretive subjects in a single day during calving season?

Although it is a birthing area for some 1,700 elk calves each spring, they soon vanish from the favored lower meadows as grazing cattle take them over as soon as calving is finished. Logging would lead to additional intrusions into their young lives by increasing human activity and changing the habitat.

As a taxpayer, I don't want to subsidize a logging operation which would further jeopardize the existence of elk in the DuNoir.

The Forest Service has twice recommended over 28,000 acres of the DuNoir for wilderness. Following the April 1978 DuNoir hearing in Dubois, it recommended 28,500 acres, and in the 1979 final environmental impact statement for RARE II it recommended 28,600 acres.

I urge you to go further and add the entire 42,000-acre unit to the Washakie Wilderness to better protect the wildlife and the fishery. A compromise in this instance would be a paper compromise only. Leaving vital habitat vulnerable to mineral leasing and logging and interrupting a migration route would register a zero for elk.

The Carson Lake area, 2055, is also on an elk migration route. Most of the small amount of timber in this area is on steep slopes and would not be cut, according to the district forester, until better methods of logging steep slopes were developed. This would most likely be another deficit timber sale because of its difficulty.

I would like to emphasize that 79 percent of the inputs under RARE II favored wilderness for Carson Lake. I urge you to respond to that mandate.

The exclusion of Castle Rock, 2053, is another example of encroachment into prime wildlife habitat. I ask you to notice that this area also received 79 percent wilderness votes and include it in the Washakie Wilderness along with the Jeep road into Bear Basin, which will obliterate in time. This will result in a continuous southern Washakie Wilderness boundary and simplify its administration.

The Glacier Primitive Area: Locally known as Whiskey Mountain, this is critical winter range for two separate and distinct herds of big horn sheep. This remnant wintering area must be protected to keep the herds viable.

The language of the Wyoming Wilderness Act mandates multiple use of this area after declassifying it from primitive area status. Multiple use is not appropriate for Whiskey Mountain. Primitive area status will allow most of the management options needed to sustain the sheep. If it is not accorded protection from mineral leasing and other noncompatible uses, it should be left as a primitive area.

Mr. CHENEY. Can I ask you to wrap it up?

Mr. HOWE. Finally, I would like to comment on sections 502 and 302(a) and (b). The section on withdrawals for national need seems unnecessary since Congress already has this authority. To prevent the Forest Service from managing any area as wilderness outside the wilderness system and try to rule out judicial review of RARE II seem arrogant. You seem to be bending over backwards to accommodate commodity interests.

In summary, I want to emphasize the importance of wilderness as wildlife habitat and the importance of wildlife as a resource, one which is renewable annually and costs the taxpayers nothing to manage or harvest. Timber harvesting in Wyoming, on the other hand, often constitutes a net loss to the Treasury.

Let's cultivate trees where they grow best and cultivate wildlife where it grows best, in Wyoming.

Mr. CHENEY. Thank you.

Mr. HOWE. Thank you.

Mr. CHENEY. Dave DeLo.

Mr. DELO. There is a variety of pronunciations.

Mr. CHENEY. Which is the right one?

STATEMENT OF DAVE DELO

Mr. DELO. DeLo.

I am Dave DeLo, and I am kind of a newcomer to Wyoming. We chose to come here especially in the Dubois area where we were very

hopeful things wouldn't change very much after looking through seven or eight different States.

I own and operate the Highland Meadows Guest Ranch in the DuNoir. So, I will be addressing my comments to the DuNoir area.

In June 1978, the House of Representatives' Committee on Internal and Insular Affairs unanimously recommended the 28,800 acres of the DuNoir special management unit, plus an additional 14,800 acres for roadless area and national forest on both sides of the DuNoir, be added to the Nation's wilderness preservation system.

Now, that recommendation, which is found in H.R. 12349, entitled "Providing the DuNoir Basin Addition to the Washakie Wilderness," was made after an examination of the U.S. Forest Service draft, an environmental impact statement, testimony on the annual and total value of potential timber sales from the area, analysis of current and potential recreational opportunities, and then an evaluation of all the above information in light of the charge to the committee to recommend what they contended to be the area's highest and best public use.

H.R. 12349 was passed by the House of Representatives by a vote of 372 for, 22 against. Now, that was less than 4 years ago.

The bill, however, as you probably well know, did not pass the Senate. And I think it's important to note that it did not fail to pass the Senate because of deficiencies, but due to partisan politics strongly influenced by Cliff Hansen.

The proposed bill, your proposed Wyoming Wilderness Act of 1982, offers wilderness classification solely for those portions of the DuNoir which really don't need any classification. They are inaccessible, with the exception of one of the lakes, and you're proposing multiple-use classification for the rest.

Now, I have been trying to find out in the last 30 days exactly what changed since the House of Representatives voted to include the entire DuNoir area into wilderness. I have not been successful. Perhaps the DuNoir has undergone some changes in its inherent characteristics. The climate, slopes, scenic beauty, and shelter for game has not changed. The soils are no less sensitive, ecological balance no less delicate, its regenerative powers no greater than its water's purity less than pristine.

Large elk herds still live, migrate through the valley. As a matter of fact, I saw 150 of them day before yesterday as I was on my way out here.

Fisheries are still producing the fine brook trout and cutthroat. By the way, I also found out that there does not seem to be a pine beetle problem with the DuNoir area recommended for wilderness. Here is a report dated October 23, 1981, from G. L. Downing, director of forest management on the DuNoir special management unit, in which he concludes a mountain pine beetle problem does not currently exist within the special management unit.

But he does conclude that there is some problems with 1,250 acres in that section that should be dealt with soon. And I will be happy to provide this to you.

Mr. CHENEY. We will be happy to have it.

Mr. DELO. It's important especially because it's the comments from Governor Herschler on the boundaries that might have to be changed because of this problem.

I wonder if the Wyoming congressional delegation believes that the timber's value in the area perhaps contributes more to Dubois and the Upper Wind River Valley and therefore it justifies reclassification. If so, it's a poor choice. The market for the timber industry in 1978 was much better than it is today; yet the House of Representatives weighed the annual revenue of \$186,000 of timber and related jobs against the long-range values, which I have to stress, for the DuNoir when they voted to place it into wilderness.

In 1970, the U.S. Forest Service constrained timber cutting to about 7.7 million board feet per year. That was a devastating limit to U.S. Plywood which had a sawmill capacity of almost 50 million. Louisiana Pacific purchased its equipment knowing this limitation in 1974 and inherited machinery much too large for the remaining resources in the valley.

They are now restricted to 4 million, 5 million board feet a year.

The addition of the entire DuNoir timber harvest will not make a dent in their economic or operational problems. It would just be another fight in a large appetite which will never be satisfied because of excessive cutting of timber in the 1960's.

I wonder if the Wyoming delegation believes that perhaps multiple use is a more fitting destiny for the DuNoir in that it provides more opportunity for a greater number of people. But based on the phraseology of your bill, I don't think so, because the timber is coming up for sale and the area is going to have access through a road down Long Creek into the Dundee Meadow and then over to Trail Lake.

Mr. CHENEY. Can I ask you to move along?

Mr. DELO. Yeah.

The result is that the timber is going to be cut. The Forest Service is not going to be able to close the roads, because they have admitted their ability to close roads effectively against intrusion has been unsuccessful in the past.

You are going to have increased pressure on the elk herds, and the timber is going to be gone, and you are not really going to be left with an awful lot there.

I am urging the delegation to go back to the original wilderness boundary in the bill. And I also invite you—you are getting invitations today—to join me on a 3-day pack trip into the wilderness, into the area which might be wilderness around Dubois.

Thank you.

Mr. CHENEY. Thank you.

Mr. Fox, Bayard Fox from Dubois.

STATEMENT OF BAYARD FOX, PRESIDENT, DUBOIS OUTFITTERS ASSOCIATION

Mr. Fox Congressman Cheney, members of the committee, I am Bayard Fox. I am a dude rancher and an outfitter in the Dubois area. I'm speaking as current president of the Dubois Outfitters Association.

I want to emphasize the importance of wilderness to us, to dude ranchers, and to the State. Wilderness is the basis of our business, and without it, our biggest attraction would be lost.

Year after year we provide a large part of the dollars which come into the Dubois area on a steady basis. And we have not brought the

kind of boom-and-bust syndrome which has characterized the lumber industry and caused some periodic unemployment. Our dollars stay in Dubois and do not go to stockholders outside the State.

We are particularly concerned about the DuNoir area since at least five outfitters and a dude ranch would be put out of business if it is cut over. The section of the DuNoir which you now propose for wilderness is academic since it was little animal habitat to offer and is too rugged for roads anyhow.

I know what it can be like because small areas in my neighborhood were clear-cut out 15 or 20 years ago, and we tried to avoid them on our rides because they are shameful. Most of it has no seedlings growing. There are only piles of slash and eroded ground with little grass.

Much more of this and our country will be known as a wasteland and not a recreational paradise.

If the DuNoir, Kinky Creek, and areas like them are lost to wilderness and the big game herds reduced as the Game and Fish predicts, it will mean that other areas will receive more pressure from hunters and summer visitors so that all our wild areas will suffer.

It is clear that cutting trees can provide wildlife habitat—can improve wildlife habitat in some cases, but the roads and activity which accompany it damage the areas which are thus open.

The plans of the Forest Service are laudible in theory, but in practice they cannot keep vehicles out. The road closure signs in my area are ignored by many. And what these lumbermen have done cannot be undone by regulations.

Timbering proponents are quick to quote the Game and Fish when their ideas coincide but are anxious to disavow them when they disagree with their desires. They quote the Game and Fish when they speak of the need to manage the big horn sheep herd, for instance, on Whiskey Mountain. But they would like to ignore the fact that our Game and Fish, for whom the outfitters, by the way, have the greatest respect, feel that timbering the DuNoir and Kinky Creek area would have an adverse effect on wildlife.

Our great game herds flourished before man tampered and elk do not need to be managed like a pheasant hatchery.

Wyoming's greatest long-term asset is its magnificent unspoiled country, a thing that becomes more and more rare in the world. Let's cut trees in places like Georgia where they regrow in 10 years and the whole economy doesn't depend on tourists.

If I am lucky, I will be around to introduce my grandchildren to this country, and I don't want to have to explain to them why we denuded our mountains so that we could export a little more wood to Japan. Those children won't live long enough to see the forests grow back.

Thank you.

Mr. CHENEY. Thank you. Thank you very much for your testimony today.

The next group is from the southeast part of the State: John Winkel from Laramie, Art Fawcett from Esterbrook, Dr. John Johnson from Saratoga, Ron Platt from Encampment, and Mike Evans from Saratoga.

After this we will have another panel on southeastern Wyoming. Why don't we begin with Mr. Winkel, John Winkel of Laramie.

STATEMENT OF JOHN WINKEL, ON BEHALF OF THE PLATTE RIVER AREA FOR WILDERNESS

Mr. WINKEL. Representative Cheney, I am pleased to be here today representing the Platte River Area for Wilderness.

I have used this area all my life, starting with family hiking and picnicing. In the last 10 years I have worked as a boatman and fishing guide on the North Platte River. In this capacity, I have taken some of your staff, including Debbie Maxon and Wendy Ockers, through the area.

I personally feel that a 36,000-acre wilderness designation is necessary to preserve the natural beauty and the outstanding recreational values of the area. I think among the primary reasons—

Mr. CHENEY. Excuse me a minute, John.

Can I ask please that if you have got conversations, you hold them outside so the witnesses can be heard.

Thank you very much.

Go ahead, John.

Mr. WINKEL. I think among the reasons for preservation are, No. 1, the fact that the area has perhaps a unique amount of biological diversity. It goes from spruce-fir to sagebrush-juniper ecosystems. These are interspersed with Ponderosa pines, aspen, dogwood, elm sprinkled in between those ecosystems.

Second, the area provides both winter and summer range for big game, primarily elk and big horn sheep. In addition, species such as black bear, bald eagles, and a large variety of water fowl inhabit the area.

I would also like to point out that the North Platte River constitutes a State-designated blue ribbon trout fishery and it has strong concentrations of rainbow trout and cutthroat trout.

Third, the area represents some of the best opportunities for both commercial and noncommercial recreation in Wyoming. I think this is a very important tourism asset and I would like to emphasize that it's a part of Wyoming's renewable economy, much as the timber service would like to claim that theirs is renewable.

As an argument in favor of this, it should be noted that in 1980 on just the Colorado portion of the river alone, boating revenues were calculated to be \$52,000. I have spoken with one of the outfitters in Laramie who feels this number is conservative with respect to Wyoming.

I would also like to point out that the area is nationally known for its fishing. Very often you see the same fishermen coming back year after year after year. The popularity of this area in terms of a recreational area is demonstrated by the fact that more than 3,500 comments to the Forest Service were received during the RARE II process that favored wilderness designation.

The Forest Service has recommended wilderness for the North Platte and Douglas Creek Canyons as a result of RARE II. I feel that the major deficiency with the Forest Service recommendation is that they exclude the Platte Ridge and Elkhorn Creek drainages from their proposal, primarily because of the presence of lodgepole pine. And currently there is a plan to develop a timber sale in those areas within the next 2 years.

However, recently the Laramie district ranger has conceded that this will be yet another deficit timber sale, barring major changes in market conditions.

In that same area, I have personally seen summering big horn rams. I have seen elk. The Forest Service also rates their proposed sale area as being one of the really primary, outstanding places left in the Medicine Bow Forest that's got primitive recreation qualities.

In short, we are being asked to subsidize timbering in an area that supports both imported big game habitat and also provides outstanding recreational opportunities for people of Laramie and Cheyenne.

It should be noted, I think, that failure to protect that big game habitat will have an adverse impact on the commercial rafting industry, which at the moment definitely does bring income into the southeastern part of the State.

I think, similarly, that inclusion of the Elkhorn Creek drainage will protect elk habitat as well as areas that are now used for hiking and naturalist-type activities by commercial float trip customers. Finally, adjoining the Elkhorn Creek drainage in Colorado is an 800-acre area that the conferees on the Colorado Wilderness Act of 1980 recommend for inclusion in the deliberations on the Wyoming Wilderness Act.

I think in light of the minimal conflicts in the area, that the best course of action that you can take is to seek wilderness designation for the entire 36,000 acres in the area. I have attached a map with my suggested boundaries.

I would like at this point to digress a little and just—

Mr. CHENEY. John, your time is up. Please wrap it up, if you would.

Mr. WINKEL. I would just like to reiterate some personal comments that I made to you when you were in Laramie. I think that a lot can be done to improve this bill, including changing the release language and inclusion of areas in southeast Wyoming.

At the present moment, under Forest Service RARE II management, we have roughly 130,000 acres protected. Your bill would protect none of those. And quite frankly, I think one doesn't have to be a whole lot brighter than a fence pole on Senator Wallop's ranch to realize we are better off at this point without debilitating southeastern Wyoming.

Mr. CHENEY. All right.

Art Fawcett from Esterbrook.

STATEMENT OF ART FAWCETT

Mr. FAWCETT. Mr. Chairman and others, Senator Cheney and other people, I will be very brief and try to bring out a few things and try not to repeat.

I have been in wilderness work here in the State about as long as anyone, I guess. And I think that you and Senator Wallop and Senator Simpson have failed to realize how much work, how much effort and so forth have been put in over this. I am talking about some years back. I am not talking about the last 4 or 5 years.

But this wilderness work, when the wilderness bill was passed in 1964, people in the State of Wyoming didn't know what wilderness was, didn't recognize that we had wilderness here. And it took some of us to bring it to their attention, the things that the State of Wyoming has, taking Alaska out, probably more wilderness potential, more good wilderness than any other State in the Union, brought their attention to it, and we got a lot of people working and a lot of support.

The Forest Service in this region 2 was very reluctant, very opposed

to wilderness at the start of this thing. It took a lot of work and a lot of convincing on the part of a lot of people to convince the Forest Service that maybe some of our national forest should be preserved as wilderness.

This wasn't something—they didn't come up with this, I don't think. I think the people led the Forest Service rather than the Forest Service leading the people—at that time, anyway.

The Laramie Peak area, which I am going to speak about very shortly, I don't think you have recognized the value of these small wilderness areas. When the Wilderness Act—the legislators, Senators and Representatives, when the Wilderness Act was passed, said wilderness can be 5,000 acres or even less in the case of an island or something that's isolated. So, 5,000 acres would make a wilderness. And some of the areas like Laramie Peak and some of the areas in Huston Park and so forth down around Laramie on a day or a weekend at the most, people from Casper, Cheyenne, Laramie, they come up into our Laramie Peak area and they can get a wilderness experience.

They can get into a wilderness just on 1 day. They don't have to take a pack trip or 10 days or something like that.

And as far as your immediate surroundings are concerned in those small wilderness areas, they are just as much wilderness as the middle of the Bridger, for instance, of 300,000-plus acres.

So, their immediate surroundings and what you can take in as much as good wilderness as it is in these larger areas. And I think these small areas are really invaluable, and you haven't taken in any of those. And in almost two-thirds of the State, south and east of the State, you aren't allowing for any wilderness there and there are certainly areas that could be wilderness.

The Laramie Peak area itself, let me just briefly give you the history of this thing. I think it was one of the first places that the Forest Service actually held a hearing. They called a few of us down into Denver, 14 or 15 years ago, to talk about this Laramie Peak wilderness, one of the first times that the public was brought in to enter into the wilderness situation.

At that time, the Forest Service was very much opposed to the Laramie Peak wilderness and others.

This little area of 25,000 acres has a couple of unique things about it: One, this is the only place in the United States—there are five biotic seasons that come together in this little Laramie Peak area, which makes the flora and fauna variety in there rather unique. There is some timber, but the timber is some virgin Ponderosa pine stands, the only extensive stand on public land, virgin Ponderosa pine in the State that I know of. I think it's the only one.

We brought this—these are some of the things we did. We brought Mel Brandt from Fox Park up there to look at this one time, and he wasn't interested. The timber occurs in pockets. It takes miles of road to get to each little pocket of timber and so forth. And he said he wasn't interested, both in the quality and in the difficulty to get to it.

The only way a timber company could go in there and make use of that timber would be for taxpayers to build roads in there, at many more dollars than the timber is worth.

Gordon Robinson, the Sierra Club timberman, came in and Laney Hicks and I went in, and we spent 3 days there one time taking sample

plots and looking for the best sites we could find. And the Forest Service for sustained yield production of timber requires somewhere around 16 to 18 cubic feet annual implement per year. This is the amount of timber that grows on an acre in a year, 16 to 18 cubic feet.

And the best site we could find in the Laramie Peak area was producing 6 cubic feet; see, nowhere near the minimum for sustained yield production.

Mr. CHENEY. Art, I'm going to ask you—your time is up.

Mr. FAWCETT. But one more remark. I think you made the remark to someone that one reason that Laramie Peak wasn't included, there was no threat to it, no immediate threat, no pressure, there was no conflict there, no problem. I think this is true at the present time, and I will go over that.

But by the year 2000, 18 years from now, or for practical purposes it will be more like 25 or 26 or 27 years for it to be done again. Who can anticipate there won't be some conflict there, won't be some pressure or some campground development or road or something?

I think the only way we can assure the administrators at the present time the Forest Service is willing to retain it as a natural area. But suppose they change the supervisor in Laramie. He might have a different idea, and he can change it.

And the only way we can be sure that this will remain is to put it in the Wilderness Act. And if there is no conflict, why not put it in there? OK.

Mr. CHENEY. Thank you.

Dr. Johnson from Saratoga.

STATEMENT OF DR. JOHN JOHNSON, PRESIDENT, SARATOGA LIONS CLUB

Dr. JOHNSON. Thank you.

My name is Dr. John Johnson. I am from Saratoga, Wyo.

I am president of the Saratoga Lions Club and past president of the Saratoga Platte Valley Chamber of Commerce, and I am on the board of directors of the Wyoming Wildlife Federation.

I left my hometown of Hayward, Wis., 18 years ago in search of a better place to live. I found that place in Saratoga, Wyo.

Northern Wisconsin was once a sportsman's paradise. Then in the forties and fifties progress took over. Tens of thousands of resorts sprung up on thousands of relatively secluded lakes. Fishermen and sportsmen overwhelmed our cities. Business was booming.

Today, Sawyer County and Hayward, Wis., is in an economically depressed area. Unemployment is at 21 percent and has been for several years. Ninety percent of the resorts cannot eke out a decent living. Since 1960 more than 90 percent of the resort owners have been on unemployment, welfare, or filed bankruptcy.

The sportsman's paradise and the tourist industry are gone because of our greed. In the long term, very few benefited from the development. And at the same time, there is nothing left for future generations to enjoy.

That's why I moved to Wyoming. But now I can see the same thing happening here. When I first visited Wyoming in 1963, I did not believe in the wilderness concept. Now I do.

People in southern Wyoming don't like the development they have seen in multiple-use areas. Last year in a 48-hour period I collected 300 signatures of concerned citizens protesting the development they have seen in the Sierra Madres and Snowy Range. Many more signatures could have been collected if necessary, but we didn't want to shut down the forest. We just wanted to show that we don't like what's going on.

The U.S. Forest Service, in my opinion, and in the opinion of the Wyoming game and fish biologists I have talked to, have ruined many areas to the point that wildlife will never regenerate in those areas because of excessive road building. From personal bow-and-arrow experience in areas where it was once not uncommon to see as many as 15 bull elk on a single evening's hunt, our bow-and-arrow hunting party of four have seen only three bull elk in one area and one in the other in the past 5 years combined.

On some evenings we would see 15 bull elk in one evening's hunt—incredible but true.

As far as fishing is concerned, I have seen some areas go from excellent to poor in a single year. Wyoming's environment is much more fragile than anyone ever dreamed.

Unless the multiple-use concept is changed to more adequately accommodate wildlife, we will need areas such as Platte Ridge, Huston Park, and the Snowy Range to protect our wildlife resources. These areas are already generally unroaded, uneconomical to develop and are the last strongholds for our declining wildlife population in southern Wyoming.

Please go along with Alternative W or at least include these areas in your wilderness bill. We owe it to future generations.

I would like to make one last comment. It appears that the oil and gas companies and the timber industries are in favor of this bill, even though they feel that they are sacrificing and compromising. But if we really reach a fair compromise, why is it that only one side is saying that those compromises and those sacrifices are fair, only that one side?

It also seems as though only those that are paid to be here today are in support of your bill.

Thank you.

Mr. CHENEY. Thank you.

Ron Platt of Saratoga.

STATEMENT OF RON PLATT, ENCAMPMENT, WYO.

Mr. PLATT. Thank you, Congressman Cheney.

I am Ron Platt. I am an outfitter and rancher from Encampment, Wyo., and currently the president of the Wyoming Outfitters Association.

I would like to speak in support in particular of the Encampment River area. The Encampment River area in your wilderness bill of 1982, though an area of only 10,365 acres is contained in this area, it is much larger than the minimum standards for wilderness. In your introduction to this bill, you stated that you had talked to many people interested in the subject, yet I know of no one in the Encampment area, the area where the local people will be most affected, that have talked to you about this matter prior to the introduction of the bill.

I therefore would like to call your attention to some of the reasons I feel you should include this area. It is primarily an area of canyons covered with rock, sagebrush, grass, and a sparse number of patches of timber of noncommercial value. Because of the physical description of the land, it in itself offers no opportunity for the snowmobiler and very little for the motorcycles, nor should it, due to its being a critical wildlife and fragile area.

Its mineral potential is yet unknown, but historically there never was any large or profitable operations within its boundaries, yet the Encampment area, as you may recall, was a very active mining district at one time.

I might also add that I personally have had claims within its boundaries and would have no problem giving them up if this area became wilderness.

The area is a prime wildlife habitat for much big game, fish, fur bearers, and nongame animals and birds. It is a key winter area for elk, mule deer, and sheep. Since wildlife in this area does not migrate, it also serves them in all other seasons. Many calves and lambs are born in this area.

It is of prime importance to the Big Horn sheep since it includes nearly all of the area that they use year round. Other game in the area include black bear, antelope, and mountain lion.

The Encampment River and its tributaries provide a tremendously beautiful and scenic stream with a natural trout fishery.

Besides the normal group of small game, fishers, a very rare animal for our part of the country, have been officially sighted in the area.

Due to the terrain, any major change could easily affect the watershed.

The only complaint I have heard locally against it being wilderness is that some people feel that if it becomes wilderness, it attracts more people than usually use it.

The Forest Service tells me that they have no plans for timbering in this area for at least the next 10 years, if ever. The economic value of the area from wildlife, water, and recreation alone far exceed any timber value and may exceed any mineral value the area has since timber takes at least 200 years to develop in this area and is of inferior quality and the mineral is a one-time deal.

To give you an example of the kind of wildlife, one Governor's permit for big horn sheep recently sold for \$43,000. I realize this is not a normal market value for sheep, but certainly they do put several thousand dollars in the economy each year, not to mention what large herds of deer and elk provide.

Mr. CHENEY. Ron, can I ask you to wrap it up?

Mr. PLATT. At this time, the Medicine Bow has only one wilderness area. I think the additional area is not establishing an unreasonable amount for that part of the State.

I know that Senator Wallop includes the Cloud Peak area that sits above his home.

Last, I ask that if you do not include these as wilderness, that at least you include some language in your bill that keeps areas such as these roadless.

Thank you.

Mr. CHENEY. Thank you very much, Ron.

Next is Mike Evans from Saratoga.

STATEMENT OF MIKE EVANS, SARATOGA, WYO.

Mr. EVANS. Representative Cheney, I appreciate this opportunity to appear before you today.

My name is Mike Evans. I live near Saratoga where we are trying to stay in the cow business. According to some, maybe it's in as bad a shape as the oil and gas business.

I am also a member of the Wyoming Realtors Association.

I will try to keep my comments brief and refrain from the dreaded emotionalism reported to be so prevalent here today.

First, I would like to give my support along with other speakers for alternative W and the addition of deserving wilderness in Wyoming.

Your bill could very well be the vehicle by which the wilderness issue can be resolved. But I am quite disappointed in its inadequacy but endorse and support the protection you offer from leasing of oil and gas.

Many folks see the wilderness is not too bad any more. They used to think that wilderness was about the worst thing that could happen. Faced with the option of more roads and more development, they are now seeing that preservation and the wilderness is not so bad. They are favoring wilderness instead of multiple use.

One of the most obvious omissions from your current 1982 Wyoming Wilderness Act is the Snowy Range area. This area is on top off the scenic Snowy Range. The Snowy portion of the Medicine Bow National Forest is one of the most intensively managed areas in the region. This area is only one of three remaining wilderness areas left on the Main Bow.

For about 12 years now, the Forest Service has managed this area as a scenic area and recommended it for wilderness in RARE II.

The 12,000-foot peaks and high alpine environment offer high quality scenery, recreation, and an ideal setting for environmental research. A rare ptarmigan population along with relic plant communities are found here. Also, the Snowy Range provides summer range for elk, deer, and domestic livestock.

The recreational value, especially wilderness value, is outstanding. In addition, it is easily accessible to people who desire a wilderness experience but may not be able to use more remote areas. Yet, it still offers all the qualities of a first-rate wilderness. It offers solitude, excellent fishing, hiking in the summer, cross-country skiing, and skiing in the winter.

I urge you to include the 16,520-acre Snowy Range area as well as the last remaining alternative W de facto wilderness area in your bill. It is only right that the alternative W areas be given the full protection of wilderness designation.

I personally feel that the people of Wyoming want to save some of our remaining wild country. We must be given the opportunity to protect wilderness by wilderness designation.

In the Medicine Bow, we have seen the results of multiple use. Prime hunting country is now so eroded it's a roadhunter's paradise. If the Forest Service and timber companies can't get by with nearly 90 percent of the forest and deficit sales, something is wrong.

I hate to turn our cattle on the forest because each new road seems to equate to one lost calf in the fall. Wapitis must be hard to find, I guess.

I urge you to consider alternative W as a viable alternative to your bill. And it's urgent we all act now to give our kids the opportunity to enjoy what the generation before us should have respected more.

Mr. CHENEY. Thank you very much for your testimony.

We are going to take a 5-minute break, because while I find that Malcolm and I can spell each other, the reporter doesn't get breaks. We will reconvene in about 5 to 10 minutes, at which time we will have the second panel from the southeast, Stewart Teubner, Joyce Evans, Randy Parrie, and Dwain Cruse.

[Recess taken.]

Mr. CHENEY. I would like to call the second southeast Wyoming panel: Stewart Teubner, Joyce Evans, Randy Parrie, and Dwain Cruse, all from Saratoga.

First we have Mr. Teubner from Saratoga.

Am I pronouncing that correctly?

Mr. TEUBNER. Just right.

Mr. CHENEY. Thank you.

STATEMENT OF STUART W. TEUBNER, SARATOGA, WYO.

Mr. TEUBNER. I am Stewart Teubner. I live in Saratoga, Wyo.

I represent the Saratoga Division of Edward Hines Lumber Co. and the men and women that work in the mill, in the forest, and their families.

When one reviews the ongoing effort to protect the multiple-use mandate already provided by Congress, the emotional and monetary costs are staggering. As it now stands, the proposed legislation eliminates many of the stumbling blocks preventing the establishment of a known and stable resource base and pays the way for the future of the national forest system in the State of Wyoming.

In our view, the proposed additions to the wilderness system are unnecessary but do constitute a just compromise.

We view the release of the RARE II lands to true multiple-use management as an aggressive step toward providing future stability and resource allocation. The withdrawal of gas, oil, and mining and mineral activity from designated wilderness seems questionable during these times but can be accepted as an equitable compromise.

This legislation is a positive step toward stabilizing the future of the timber industry that is dependent on the national forest lands of Wyoming for raw materials supply.

Congressional records are full of details supporting the concept of full multiple use. Let it suffice to say that today we believe the Wyoming Wilderness bill in its present form is a far-sighted piece of legislation that will provide a desirable end result for Wyoming's national forest lands.

Thank you.

[The prepared statement of Mr. Teubner follows:]

Statement on the
Wyoming Wilderness Bill S2118

Testimony Submitted to:
Committee on Energy and Natural Resources
Subcommittee on Public Lands and Reserved Water
United States Senate

Hearing: Casper Wyoming
April 31, 1982
Submitted April 29, 1982

I am Stuart W. Teubner. I live in Saratoga, Wyoming. I work for the timber industry and I represent the Saratoga Division of Edward Hines Lumber Company, our people who work at the mill, in the forest and their families.

When one reviews the ongoing effort to protect the multiple use mandate already provided by Congress, the emotional and monetary costs are staggering.

The time has come to lay the Wyoming Wilderness issue to rest once and forever. With additions to the Wilderness System provided by S2118, there will be a more than adequate amount of acreage of limited use lands so designated in this state. There will exist a reasonable representation of ecosystems within the Wyoming Wilderness System.

Since the beginning of this issue, during the mid sixties, the nation has lost millions of dollars from reduced mill production levels and from the procrastination over putting over mature timber stands under management.

This proposed legislation eliminates many of the stumbling blocks preventing establishment of a known resource base and paves the way for logical and consistent planning for the future of the National Forest System within Wyoming.

RARE I was to have been the ultimate solution to land use designation. Loop holes were discovered and litigation precipitated RARE II. RARE II has evolved into another long period of procrastination, frustration, indecision and wasted money, leaving the future of resource allocation clouded and uncertain.

In our view, the addition of this wilderness in the Wyoming System is not necessary or particularly desirable, but does constitute a compromise position from no additional wilderness.

- 1 of 4

The elimination of gas, oil, and mineral exploration is a questionable venture with the country struggling to become energy sufficient but is an equitable compromise.

This effort leaves three nonconforming consumptive uses left in the wilderness system, domestic livestock grazing, big game hunting, and fishing. One must wonder how long it will be before these activities are proposed for elimination from our formally designated Wilderness System. The economic impacts of this thought are staggering.

The proposed release of the RARE II lands, to true Multiple Use Management leads to stable resource allocations in the future. This effort represents a historic landmark in establishing ultimate forest management levels on Federal Lands in the State of Wyoming.

To continue to procrastinate over these resource decisions will only lead to additional anxiety in an already perplexed economy.

The utilization and management of our consumptive renewable natural resources generates original capital which is sorely needed in the nation. We should aggressively manage all of our National Forest Lands for the purpose of originating capital as well as for the better known resource purposes.

Additions to the Wilderness System not only remove all management options from those lands so designated, but in addition remove management options on surrounding lands to provide a buffer zone. First thing you know, we have doubled the size of the wilderness designation by an association syndrome.

Once viable timber operations in Wyoming are operating at marginal levels because of the indecision created by RARE II. These operations must be afforded the opportunity of making timely decisions on their future. Deeply involved in this decision is the futures of the families and communities associated with industries acquiring their raw material from the National Forest System.

"THE DECISION MUST BE MADE NOW"

Congress, in the recent past, has chosen to respond positively to the emotional appeal of a small but well organized and financed number of preservationists. Resulting from this outcry of leisure oriented people, we have prostituted the Wilderness Act by including in the system many marginally qualified areas and extensive amounts of man's intrusions. As believers in the strict interpretation of Wilderness, we feel an almost comical Wilderness System has been created, or we have emphatically demonstrated that wilderness concerns are for naught because Wilderness is truly renewable.

The truth of the matter is that one can have a better wilderness experience sitting in the middle of a regenerated clearcut than in the designated Wilderness. There is no human waste to see or smell and you are most likely alone and not surrounded by people, tents, and horses as in a Wilderness area. The designated Wildernesses now provide a social experience while managed lands provide a better opportunity for solitude.

Entry of man into our forest lands, for cover type manipulation by prescription, normally occurs each day for a year, once every 25 years or 80 years, depending on the prescription. While Entry by man for the purposes of "whatever" into the the Wilderness areas occurs daily, year after year, in an uncontrolled manner, to trammel the very thing they have attempted to preserve.

The day will come when we will regret that we have constrained our management options on much of our existing Wilderness System Lands.

The Medicine Bow National Forest has the Savage Run Wilderness which will become one of our regrets. Alternative W, proposed by some, as a proper amendment to this legislation, includes lands that are ideally suited for true and extensive multiple use management. The inclusion of additional Wilderness into the system from the Medicine Bow National Forest is unnecessary, undesirable and is not needed.

No one has yet demonstrated a valid need for Wilderness, never mind additional Wilderness.

Many of our Silvicultural successes over the years are evidenced only by the visual management errors from the 1950's and 1960's. Sound multiple use management became wrong when the new era of visual sensitivity erupted with the creation of excessive leisure time for some groups. Then came the push to lockup the National Forest System in Wilderness.

The really painful mistakes are the ones precipitated by this over reaction to pressures brought by preservation groups. This consists of selective management of Lodge Pole Pine and inappropriate overstory removals.

These errors are not visible because of the so called forested appearance syndrome that will haunt us as a major management mistake for 100 or more years. The potential of these lands has been reduced drastically do to overreaction precipitated from emotion and a lack of objectivity.

The excess of Wilderness designation also fits this category.

The same pitfalls exist without the passage of S2118. Unneeded and undesirable Wilderness will be the result.

The town of Saratoga, Wyoming is classified as a dependent community by the U.S. Forest Service, as it is Economically dependent upon a timber industry, who must obtain its raw material supply from Forest Service Lands.

The passage of S2118, releasing RARE II lands to total multiple use management, would provide for more economical timber sales, a known resource allocation on which to base future investment decisions and an expansion and stabilization of the employment roll of the Saratoga Sawmill.

Any additional designation of Wilderness in the Medicine Bow National Forest will threaten the future viability of this important and well established industry.

We believe an unamended S2118 to be a thoughtful, aggressive, far-sighted piece of legislation. It's creators are to be commended.

Mr. CHENEY. Thank you.
Next is Joyce Evans of Saratoga.

STATEMENT OF JOYCE EVANS, SARATOGA, WYO.

Ms. EVANS. Too often the generation of human beings that are presently on Earth feel that they are beholding the end of geologic time. It is this notion that fogs the vision and prevents clear foresight, creating immense obstacles for future generations.

Today we are staring at an example of this shortsightedness and self-interest square in the face. We are faced with decisions that will forever impact the future citizens of Wyoming, of the United States, and of the whole world.

Do we throw open most of our remaining wild lands to development, or do we unemotionally cast one eye to the future, keep one on the past, keep our thoughts out of our wallets, and declare that we should not allow ourselves the power to destroy that which may not truly be ours?

I am a Wyomingite by birth. My great-grandfather established his family here in the 1880's and we have been ranching in southern Carbon County ever since.

We have learned to respect the land and to adapt. We haven't tried to force Wyoming into our mold; we have given back in return for what we have taken. That's why we have found it difficult to understand or support those who want to cut it down, dig it up, turn it over, then move back to Arkansas.

The Wyoming wilderness bill now being proposed will protect those few patches of land now designated as wilderness and will add a very scant smattering of thin air and boulders to Wyoming's wilderness system. We can do better.

Several groups of concerned citizens have done that. They have carefully considered the areas reported by Government agencies and individuals as having wilderness potential, rejected those that weren't adequate, and put forth the rest as alternative W. The selection process for these areas was just as vigorous as the RARE II process.

In fact, my personal favorite area was rejected. Just the same, I see the wisdom in alternative W, especially in the Medicine Bow National Forest, with which I am most familiar. It has become essential to our part of the State to add areas like Huston Park, Platte River, Encampment River, the Snowy Range, and Laramie Peak to the American Wilderness System.

Equally essential is allowing those lands that will not be made wilderness to be managed as roadless areas. The release language in the proposed bill will be construed as requiring development in any area not made wilderness.

In an acceptable bill, we need strong, clear language, that, one, protects lands already designated as wilderness; two, adds the Alternative W areas to the wilderness system; and three, allows any lands not designated as wilderness to be managed as wilderness at the discretion of the local agencies.

The Wyoming Wilderness bill as presented does not fit the criteria. What it does do is cave in to the force of industry, to those who don't care what Wyoming looks like or can grow or can support in 20 years.

I care. And because I care, I urge the adoption of alternative W and the protection of Wyoming's priceless wild lands.

Thank you.

Mr. CHENEY. Thank you.

Next we will hear from Randy Parrie, Saratoga.

STATEMENT OF RANDY PARRIE, SARATOGA, WYO.

Mr. PARRIE. Sirs, my name is Randy Parrie and I am a concerned citizen from Saratoga, Wyo. And I have lived there for 25 years.

I am here to speak out against your decision to delete any more wilderness in the Medicine Bow National Forest. I totally disagree with the idea that there is nothing left to preserve.

I feel that all areas designated in the Forest Service RARE II study are very appropriate. The Forest Service has made painstaking efforts to separate these areas on their potential resources. The Forest Service has left out wilderness areas that have proven, producing, or high-potential mineral and energy resources, plus areas that would adversely impact local employment and community stability.

These proposed wilderness areas in the Medicine Bow Forest are very fragile. I have seen what excessive roads, gated or ungated, can do to an area.

Consider, for example, one area, Mowry Peak, where the Forest Service is building approximately 49 miles of permanent road in a 10-square-mile area. There are so many roads that approximately 50 percent are gated to try to keep the wildlife in the area.

It is totally reasonable and responsible to preserve a small portion of our great State untouched for future generations of people and wildlife.

The approximate 130,000 acres of wilderness in RARE II is very reasonable. The total acres of wilderness in this plan is only 6 percent of the total acreage of the Medicine Bow Forest. That is a very small amount.

Therefore, I and my family and my friends support alternative W to the Wyoming Wilderness bill and urge you to support the alternative also.

Thank you.

Mr. CHENEY. Thank you very much, Mr. Parrie.

Dwain Cruse, Saratoga.

Mr. CRUSE. Thank you.

I have one correction: I am from Encampment.

Mr. CHENEY. That's a foulup. We will correct it.

STATEMENT OF DWAIN CRUSE, ENCAMPMENT, WYO.

Mr. CRUSE. I am Dwain Cruse, as I said, from Encampment. I am a semiretired contractor and store owner and I have been interested in wilderness and things pertaining to it for years.

Here is my answer to the note: Dear Sirs, in response to your announcement of a joint sponsorship of a Wyoming Wilderness bill as printed and enclosed, all I can say is, I am amazed at the political naivete shown by yourself and the rest of our congressional delegation. After two readings of the bill, I would have to say it is a complete sellout by the three of you to the timbering, oil, mining, and heavy machinery interests.

Your actions in leaving out all the designated wilderness areas in the Medicine Bow National Forest is proof enough for that state-

ment. The Medicine Bow is the most used and abused forest in the State, ever since the construction of the Union Pacific Railroad; and to this present day, it has been constantly under increasing exploitation.

If any area ever needed a little protection, the Medicine Bow certainly qualifies for every bit available.

These areas weren't picked willy-nilly by some wandering backpacker. Instead, only after countless days of study, numerous meetings of concerned people, unlimited hours of hard work by well-qualified U.S. Forest Service and BLM personnel were these areas nominated for wilderness.

I attended a good number of these meetings and expressed my opinions. And while they weren't all accepted, they did consider my viewpoint.

Obviously, you and your cohorts in Washington don't plan to give me that much consideration or you would not be so quick to dismiss our work and opinions in favor of pressure groups representing the above-mentioned industries.

I have lived most of my 65 years in Wyoming and have seen the opportunists come and go. Let's not spend a lot of time worrying about them and their interests. They will take good care of themselves. Their small army of legal types and lobbyists will see to the prosperity of every one of them. Instead, let's put Wyoming first and consider our most cherished possession: the wildlife of this State.

Thanks to the many abuses of our resources, they, the animals, have their backs against the wall and no place to retreat to that they might rest and carry on their lifestyle away from man, his noise, and torments.

Contrary to all these wild, totally unsupported or unsubstantiated claims, as of more elk and deer just isn't so. In most of southern Wyoming, they are in a steep decline and being aided in that decline by constant poaching, mainly on the backroads.

My main concern in fighting for wilderness is for protection for our wildlife and a protected habitat that they need so badly. There are far too many roads throughout the forest and all over BLM lands, making it impossible for our few game wardens to even slow a little bit the poaching that is so widespread and bound to get worse as the economy continue to slow down.

I suppose your first point of contention is that some of these areas are too small, not meeting the acreage criteria. We have gone through that many times and agree that size alone does not constitute a valid reason to qualify an area for wilderness. Instead, it is a question of surface characteristics, whether it meets the needs of wildlife, as well as the peaceful solitude and other primitive qualities so needed by man.

Both the Platte and Encampment River Canyons are excellent examples. In all these designations, there is almost no merchantable timber that could be considered economically feasible to cut.

Huston Park has a relatively small amount of saw timber. But a road to it would cost more and do far more damage than it would ever be worth. The area is an excellent water-producing area and, as such, should be left as it is. The water is of far greater value than a few hundred stump-rotted spruce and balsam trees.

The people of southern Wyoming need these wilderness spots. Being on the raw edge of the energy boom-impacted portions of our State,

all our campgrounds and picnic spots are full. Good fishing spots are all but gone.

So, where does wildlife come out in all this picture? The people have plenty of roads. They can go anywhere. But where can a small herd of elk go and not have to be disturbed by a chain saw or a diesel engine's roar?

There are thousands voicing the greed of industry, but only a few are trying to improve the grievance situation facing our State's game population. Just go up in the hills every fall and shoot the hell out of everything and then let the animals just figure it out for themselves seems to be an all-too-prevalent attitude for many.

Mr. CHENEY. Mr. Cruse, you are nearing the end of your time. Could I ask you to wrap it up, please?

Mr. CRUSE. All right.

In my opinion, you should reinstate all the designated wilderness in the Medicine Bow Forest as per RARE II. The bill presented by the Wyoming Wildlife Federation and others known as the Alternative W bill would be a substitute.

Thank you.

Mr. CHENEY. Thank you very much.

I would like to thank all of you for your testimony today.

Next we begin a series of panels on general comments. This is Panel No. 14. We still have several to go. Pete Laybourn of Cheyenne; Harold Josendal, Casper; John Wells of Dubois; Maynard Grant, Dee Simms, and Julian Hadley, from Laramie.

Pete Laybourn.

STATEMENT OF PETE LAYBOURN, CHEYENNE, WYO.

Mr. LAYBOURN. I am Pete Laybourn, a carpenter from Cheyenne. And I would like to emphasize that I represent only myself.

To begin with, I will not thank you for this opportunity to testify as I consider this my right and not my gift from you. I prefer for myself the great Wyoming tradition of calling a spade a spade.

I would like to remind Representative Cheney the recorded hearing is the proper form for citizen input on this important issue. And the fact that you are holding only one hearing is nothing short of disgraceful.

Senator Wallop's contention that the Congress of the United States of America cannot afford to listen to the concerns of citizens of this State for economic reasons is ludicrous and extreme.

The fact that out of 58,000 citizens in Cheyenne and Laramie County, only six could be here with no other chance for others to testify on a weekend or close to home indicates to me the real depth of your interest in hearing from the people of this State.

In the recent past we have read endless claims from both yourself and the leaders of your party of the determination to take the Government off the backs of people and return the decisionmaking process back to the citizens at the local level. But the plain truth is you have totally ignored the input of the people through the costly and expensive RARE II process by refusing to include any of the six wilderness areas in southeastern Wyoming.

The reality is you prefer to make these decisions totally among yourselves in faraway Washington, D.C. Perhaps you can explain to

hundreds of laid-off refinery workers both here and Cody as well as myself in the name of energy self-sufficiency.

One need only compare this antiwilderness bill with your statements of campaign contribution to realize that the oil tycoons of New York and Houston, Tex., carry far more weight with you than the Wyoming children.

You are liars to call this the Wyoming Wilderness bill. You are hypocrites to pretend you are interested in the feelings of the people of Wyoming, and you are prostitutes to sell the precious wilderness birthrights of future Wyomingites for the oil and minerals, a bowl of bitter porridge.

STATEMENT OF HAROLD JOSENDAL, CASPER, WYO.

Mr. CHENEY. Next.

Mr. JOSENDAL. Chairman Wallop, Congressman Cheney, my name is Harold Josendal. I am appearing as an interested individual citizen.

I am a small rancher with a very small permit on the Laramie Peak Division of the Medicine Bow National Forest. For a number of years I served as a member of the Medicine Bow National Forest Grazing Advisory Committee.

With that background, I enthusiastically urge the passage of this bill as written. It is an excellent bill, well thought out in all its provisions in a sincere effort to compromise.

Rather than repeat some things, I will skip along.

One of the most important provisions of this bill is section 602 of title VI, reaffirming the authority of the State of Wyoming to manage its water and wildlife.

Another extremely important provision is the release language of title III. This will return all national forest areas not in or added to the wilderness system to multiple-use management.

For many years the Forest Service has aimed to manage for multiple use with attention to wildlife, grazing, recreation, and water production. While every user group has had differences with the Forest Service on different local issues of management, on the whole their direction has been aimed at balance as directed by various acts of Congress.

Until the advent of RARE II in 1977, the Forest Service made a sincere effort to provide recreation and enjoyment for the average family by construction and maintenance of roads, parking, recreation facilities, and such special uses as skiing.

While it is not a point of this hearing, may I say a word about timber management and clear-cutting? The Forest Service and timber users will be the first to say that mistakes were made in the early days of clear-cutting and that they have learned from those mistakes.

One of the great success stories can be told on the Medicine Bow National Forest. When clearcutting began nearly 27 years ago, there were 600 elk, give or take 600, depending on whose count you take.

Today there are 2,000 elk, give or take 1,000. Part of this large increase is due to management by the Wyoming Game and Fish Commission. Much of it has to be attributed to the increase in forage habitat resulting from timber cutting and grazing management.

Repeated experiments and field tests by the U.S. Forest and Range Station at Fort Collins have demonstrated that a combination of good

timber, brush, and grazing management, including clearcutting where appropriate, greatly increases the production of water from the forests. This is multiple use for the public benefit which will be made possible on all the forests including the release area.

Thank you for this opportunity to appear before this committee.

Senaor WALLOP [presiding]. Thank you, Mr. Josendal.

John Wells.

Mr. WELLS. They transferred me to Riverton tomorrow.

Senator WALLOP. I'm sorry.

Maynard Grant.

STATEMENT OF MAYNARD GRANT, LARAMIE, WYO.

Mr. GRANT. By way of introduction, I am Maynard Grant. I am 23 years old, a senior environmental studies major at the University of Wyoming, a Laramie resident, and a registered Republican.

I am here today to speak on—

Senator WALLOP. Could you slow down slightly? It's been a long day for the reporter and he's been at it for quite a spell here.

Mr. GRANT. I am a senior environmental studies major at the University of Wyoming, a Laramie resident, and registered Republican.

I am here today to speak on Wyoming's wilderness heritage, which I feel is of great importance not only to myself and fellow residents, but all Americans.

Recently, you gentlemen introduced into the U.S. Congress a bill known as the Wyoming Wilderness Act of 1982. At first glance, the bill would seem to be a laudable effort. It would establish 480,000 acres of new wilderness and withdraw all designated wilderness areas in the State from oil and gas leasing.

However, upon further study, the true nature of the bill begins to emerge. While creating 480,000 wilderness acres, the act would destroy more than 31½ million wilderness acres by opening them up to oil and gas exploration, timber harvesting, road building, and the like.

The act would not only strip away existing protection for every potential national forest wilderness area in the State but would mandate that the Forest Service be prohibited from managing any such area in an attempt to maintain its wilderness characteristics. Further, it legally binds the Forest Service to consider all the development proposals emanating from the energy and timber industries while prohibiting them from considering any wilderness proposals put forth by the people of Wyoming.

Yes, the act does allow the Forest Service to consider new wilderness proposals in the year 2013. However, it is hard to imagine any wilderness areas surviving a 30-year free-for-all in which the only participants are the vested economic interests of this country.

In short, what you gentlemen are saying to the people of Wyoming, indeed, to the entire country, is, "What you have in 1982 is all the wilderness you are ever going to get." And what wilderness do you gentlemen propose to give us in 1982? Namely, the rock and ice high mountain core of four areas: the DuNoir, the Popo Agie, the Gros Ventre, and the Cloud Peak areas.

Designating these areas as wilderness will afford them little additional protection from oil, gas, and timber interests. They already derive this protection from the fact that they are relatively inaccessible.

are of low energy value and have little timber; that is, they are non-controversial.

Other areas comprising millions of acres are just as deserving of wilderness status. These areas include substantial tracts of critical wildlife and fishery habitat as well as important watersheds.

By your own admission, you have deleted these areas from your bill due to their energy and timber potential. This disturbs me greatly, as I have long held that Wyoming's greatest resource, next to their people, is their wilderness. True, wilderness doesn't bring in as many dollars, but what it can do for a man's soul is priceless.

Also, you have deleted from your bill all proposed wilderness areas in the southeast corner of the State, citing them as being too small to warrant designation. I would point out that even the smallest of these areas has between two and three times the necessary acreage as required under the Wilderness Act of 1964 and that your on DuNoir proposal is only 11,100 acres.

As a friend of mine once said, our wilderness areas are like precious stones. And I will gladly wager that all of us would rather have a little diamond today than no diamond tomorrow.

You alluded to the important role played by the Forest Service's recommendation to declassify the Whiskey Mountain Primitive Area. Why, then, not consider the recommendations to establish wilderness areas in the Snowy Range, Laramie Peak, North Platte River Canyon, and Medicine Bow National Forest?

To summarize, I feel the withdrawal language of the act is commendable and should be the cornerstone of any wilderness bill. However, the release language and the amount of wilderness acreage created are, in my opinion, unacceptable.

I would urge the delegation to sit down with the concerned citizens of Wyoming and draw up a wilderness proposal that we can be proud of, one that will preserve our wilderness heritage not only for ourselves but for future generations.

I believe alternative W, the wilderness proposal of State conservation groups, would be a good place to start.

In conclusion, I would like to quote Dr. T. A. Larson from his book, "Wyoming, a History." "But surely it is time to ponder whether what the world wants from Wyoming is worth more than what Wyoming already offers the world."

Thank you.

Senator WALLOP. Thank you.

Miss Simms.

STATEMENT OF DEE ANN SIMS, LARAMIE, WYO.

Ms. SIMMS. My name is Dee Simms, and I am a senior at the University of Wyoming.

As an advocate of wilderness preservation, I oppose S. 2119, the Wyoming Wilderness Act of 1982, for the following reasons: One, economic and political reasons are determining the boundaries of wilderness areas rather than inherent qualities of the areas.

Two, no proposals for additional wilderness area could be considered by the Forest Service until the year 2000, and it sounds like today actually 2013, while by law, they must consider all oil and gas lease applications.

Three, 83 percent of the defacto wilderness areas would be released to multiple use and must be managed as such.

Four, the delegation's proposed areas are primarily alpine-high peak areas, according to today's testimony. How important a factor that is.

Five, primary riparian and wildlife habitat zones will not be protected.

Six, the Glacier Primitive Area will be abolished. And earlier my concerns on this area were eloquently expressed by Les Shoemaker from Dubois.

As a native and resident of Wyoming for the majority of my life, I have been witness to the growing things it has experienced. I have also traveled abroad and studied developing African and Asian countries. The similarities are startling: Increasing population, growing demand for natural resources to spur economic development, and rapid environmental degradation.

For countries, such as Nepal and India, the resource demand has long since exceeded the supply. The concept of wilderness is non-existent. Scientific study is confined to artificially created areas and small nature reserves. Human renewal must be nurtured in a city park or cultivated field.

Their forests are rapidly disappearing. Increased erosion rates have destroyed riparian and wildlife habitat and created a multitude of unforeseen crises throughout these countries.

For many of these poverty-stricken areas, this immediate demand is a matter of basic survival as they know it. Time is showing them, however, survival through such destruction is short-lived.

I realize Wyoming is a long ways from these Asian areas, and my example may seem a bit extreme and possibly absurd to some. But the basic ecological concepts hold true, regardless of their geographical location.

It's also true that we aren't faced with the population overload that these areas are, but we do support a society of energy gluttons that constantly demand more and more and more. It seems to me that we should learn from the mistakes of our neighbors worldwide and save our wilderness areas from current economic demands before it's too late.

In conclusion, I support Alternative W in its entirety.

Thank you.

Senator WALLOP. Thank you.

Julian Hadley.

STATEMENT OF JULIAN HADLEY

MR. HADLEY. Senator Wallop, Representative Cheney. I was not lucky enough to grow up in Wyoming, as I believe you were and many of the witnesses we heard from today. I am originally from New York State, but I fell in love with Wyoming. I think especially with the sense of freedom I found here, and I moved here.

As a graduate student at the University of Wyoming for the past 2 years, I have been conducting my doctoral research on natural environmental limitations to tree growth at timberline in the Snowy Range in the Medicine Bow National Forest.

I am pleased to be able to present to the congressional delegation concerns of the bill which I share with several other members of the botany department at the University of Wyoming.

The bill does extend protected wilderness areas. However, I object strongly to provisions of the bill which prevent further wilderness designation in Wyoming until the year 2000. Why should the population of Wyoming be denied this choice for 20 years?

Second, I feel that southeast Wyoming has been severely neglected in the wilderness designations. Several wild areas of 10,000 to 50,000 acres in southeast Wyoming are by no means too small to be considered wilderness by people who spend most of their lives in cities such as Cheyenne or Laramie.

In fact, several areas of this size have been recommended as wilderness by the Forest Service. While there is in southeast Wyoming especially areas that need protection because of heavy use by the population of Colorado.

At least, the following areas of southeast Wyoming in Medicine Bow National Forest should be wilderness: No. 1, the alpine and subalpine runs of the Snowy Range, including 16,000 acres contained in alternative W. Much of this has been recommended for wilderness by the Forest Service.

The Snowy Range is an extremely important source of recreation to residents of Laramie and Cheyenne, containing the only extensive alpine zone in southeast Wyoming. The Snowy Range is also an extremely important research area for botanists and zoologists at the University of Wyoming. And for the last 2 years, as I noted, I am conducting my doctoral research there. And I, for one, don't appreciate the fact that the water in many of the very highest alpine streams is unsafe to drink because of an intestinal parasite that's carried by sheep.

Second, Laramie Peak and the surrounding area of about 28,000 acres that's contained in alternative W should be wilderness. This area has beautiful old growths of Ponderosa pine forests, probably the best in the State of Wyoming. And the area is accessible on a daily basis to residents of Casper, Cheyenne, and Laramie.

Third, Huston Park in the Sierra Madre Range of about 50,000 acres is contained in alternative W. This area has extremely beautiful subalpine forest, meadow communities, and will provide another wilderness area to reduce the extremely heavy recreational use of the Snowy Range by Wyoming and Colorado residents.

I also feel that other forest areas contained in alternative W are important to increased ecological diversity. In any case, tree growth is slow in many of these high elevation areas and more intensive efforts should be made to reforest areas already cut before new areas are disturbed.

In general, I feel that Wyoming's greatest resource for the Nation as a whole is the unmatched sense of freedom and peace that one can feel in wilderness areas. This is why recreational use of wilderness areas has steadily increased nationwide.

Senator WALLACE. Mr. Hadley, time is running out.

Mr. HADLEY. I am almost through.

Money spent by wilderness users could also be a perpetual economic resource for Wyoming. It has been estimated that there is relatively only little oil and gas and mineral resources outside of solar and wind

energy compared to the rest of the Nation. These renewable resources must someday be developed and should be used as soon as possible rather than disturbing wild areas to get nonrenewable resources which will, in a relatively short time be used up.

Thank you.

Senator WALLOP. Thank you.

Mr. CHENEY. I would like to thank you all for your testimony.

Senator WALLOP. Next panel is Peggy Peterson of Casper, Eric Inberg of Casper, and Richard and Judy Inberg of Riverton.

Are you Peggy or Judy?

Ms. INBERG. I am Judy.

Senator WALLOP. OK. I gather that Peggy Peterson is—

UNIDENTIFIED SPEAKER. She had to leave this morning.

Senator WALLOP. Excuse me?

UNIDENTIFIED SPEAKER. She had to leave this morning.

Senator WALLOP. OK. I'm sorry about that. If her testimony is available, we could insert it in the record.

Judy, please proceed.

STATEMENT OF RICHARD INBERG, AS PRESENTED BY JUDY INBERG, RIVERTON, WYO.

Ms. INBERG. I would like to read Richard's testimony. He couldn't be here today. If you can vision me as six-foot-four and outdoorsy.

Although I am not a dyed-in-the-wool conservationist, I feel that I must express my views and comments regarding the proposed Wyoming Wilderness Act of 1982.

As a Wyoming resident for the past 22 years, a surveyor by profession and an avid outdoorsman and sportsman, I have worked, hunted, fished, camped, backpacked, and horsepacked many of the Wyoming Wilderness areas and National Forest lands. The following comments are based on this 22 years of outdoor experience and a keen appreciation of the Wyoming way of life.

I feel that our present high-mountain wilderness areas, such as the Bridger, Washakie, and North Absaroka, need additions of more country as a buffer zone and areas in which wildlife habitat is available. Present development of lower areas outside the wilderness is pushing wildlife higher into the mountains and creating heavy competition for available feed. Development is also providing better access to the boundaries of these areas, which threatens the concept of wilderness.

I support the concept of multiple use of our national forests. But this concept has been abused by the Forest Service and timber companies as a license to completely devastate and mismanage large areas through clear-cutting, road building, and other so-called timbering practices.

With this kind of history, it becomes necessary to resort to the locking up of wilderness areas. Areas with which I am familiar and think should be included as wilderness for this reason are the DuNoir, Teton, Corridor, Gros Ventre, West Slope of the Tetons, Greyback Ridge, and the Popo Agie. These areas have fragile soils and watersheds, marginal timber, little potential for minerals; and the multiple-use concept would be served by wildlife habitat and recreation.

We have some small areas of the State which need protection as wildlife habitat, and this protection would be best served by wilderness des-

ignation. Critical areas are Whiskey Mountain, Winnegar Hole, Gros Ventre, and additions to the Bridger, Washakie, and North Absaroka Wilderness Areas.

I believe in the protection of other areas through wilderness designation, if only to place them in a secure position. Areas in the Big Horn Mountains, Laramie Range, Snowy Range, Sierra Madres, and Salt River Range should be considered as areas which are unique for various reasons, making them compatible with wilderness designation.

On specifics of the Wyoming Wilderness Act of 1982, I believe the biggest error existing in the bill is the provision that no additional wilderness areas can be considered for a period of some 20 years, and areas cannot receive protection while being considered for future wilderness. I find these provisions to be totally unacceptable, as I feel we must have a flexible wilderness policy to meet changing conditions.

The national forest in many areas bears little resemblance to 20 years ago and many changes will result in the next 20 years. To insure a mandate for 20 years regarding wilderness is, in my opinion, irresponsible planning.

After a review of the bill, it appears that this bill would be the final wilderness bill for Wyoming. If this is the case, then I feel we must support the Wyoming conservationists' recommendation for Wilderness alternative W.

I would appreciate any support you can give to modification of this bill to coincide with my thoughts and comments as outlined above. Richard Inberg.

Senator WALLOP. Thank you.

Ms. INBERG. Can I do mine?

Senator WALLOP. Yes.

STATEMENT OF JUDY INBERG, RIVERTON, WYO.

Ms. INBERG. I am Judy Inberg from Riverton. And both my husband and I are here as concerned citizens. I read his testimony.

We have done camping and backpacking and that type of thing. We don't represent any group particularly.

First, I would like to thank our congressional delegation for the time and energy they have expended in dealing with the Wyoming wilderness bill. I appreciate the public hearing and the opportunity to express my view on the subject.

I agree with the inclusion to the bill of the Cloud Peak Primitive Area, the Pono Agie Primitive Area, the Gros Ventre Area, and a portion of the DuNoir Area. However, I think the bill does not go far enough to include other areas which should also be included as wilderness. For this reason, I support alternative W as a wiser choice.

Having been in the beautiful area of the DuNoir, it is of special concern to me. Even though 11,000 acres are to be included in the Washakie Wilderness Area, that still leaves 13,900 to be released to multiple use.

Multiple use can be a good concept. It just doesn't work when land is used as commodity rather than community. Unfortunately, the modern mind seems more geared to commodity.

When we use land as commodity, whoever gets there first and has the most power gets the most. The wildlife, whose habitat is destroyed by

clearcutting, doesn't get equal multiple use. Just as clear-cutting, will bring roads, machines, destruction, people, pollution, and noise, so will other types of development.

Man has perfected technology to use the resources, but he has not developed spiritually or morally to appreciate the wilderness for its own sake.

I cannot believe we, in the State of Wyoming, could be so short-sighted as to pass a law which would prohibit considering any additional areas as wilderness for the next 20 years or prevent the Forest Service from presently managing any undesignated area to protect its wilderness. This would be a terrible loss to us all.

As a Wyomingite, I hope we can pass on our wilderness heritage to the generations who come after us.

Thank you.

Senator WALLOP. Thank you.

Eric.

STATEMENT OF ERIC INBERG, CASPER, WYO.

MR. INBERG. As a Wyoming native and an avid hunter and outdoorsman, I have seen Wyoming's wild lands dwindle to the point that wildlife habitat, especially elk habitat, is in danger. As a student in wildlife management, I realize the importance of habitat and believe that we should do everything in our power to preserve it.

The Wyoming wilderness bill does not protect the critical habitat and wintering ranges that is necessary to maintain our wildlife. Contrary to popular belief, elk cannot survive in an area that is full of roads and development. To prove this point, one only has to look at the past when the elk was a prairie animal.

When man started to develop the prairies, the only reason the elk survived then was because they could find sanctuary in the mountains. Today, the elk have nowhere in which to run if these areas are to be unprotected from the timber industry and the oil companies.

Another problem with the Wyoming wilderness bill is that it prohibits the introduction of more wilderness until way into the next century. I believe that the Forest Service should always be considering areas that should be put into wilderness and these areas should be left as they are until a decision can be made.

Instead of the Wyoming wilderness bill, I believe a bill like alternative W should be considered. This bill would protect the habitat required for wildlife and still provide enough forest to be raped by the timber and oil industries.

To conclude, I cannot at this time see the reasoning behind opening up all of our roadless forests and potential wilderness when we are in the middle of an oil glut and the lumber industry provides more than the demand requires.

I believe that progress should stop meaning development and start to mean protection of our wildlife and the wild lands that Wyoming is famous for.

Senator WALLOP. Thank you both very much. I appreciate it.

Next is panel 16: John Wiener of Laramie, Dan Fausett of Laramie, Randy Crowe of Laramie, Ann Crowe of Laramie, and David Wood of Casper.

John, if any of the others who are scheduled to be on your panel with you have statements or left them behind, they will be included in the record, or they can submit them as other members of the public for the next 2 weeks, as of this hearing. And obviously, any correspondence or any comments can be made at any time.

STATEMENT OF JOHN WIENER, LARAMIE, WYO.

Mr. WIENER. Thank you, Senator.

I believe that Mr. Fausett has a written statement which is in the care of Mr. Windell, and I think that will be sent out. I am not sure of the others here.

I will try to be very brief with respect to the vast amount of material that's already been covered.

In particular, I would like to support the Cow Creek nominated area. This is formerly known as the Blue Jay-Eagle Creek area. Most of what I think is special about that nice, small area has been said by Mr. Art Fawcett in relation to Laramie Peak.

I would like to add, though, that it's sort of an ironic note. Historically this Eagle Peak or Cow Creek area was included in the prior proposal which was endorsed by President Nixon. This area is, as Laramie Peak is, on the edge of the great ocean. It is at the confluence of five biotic zones. And one thing that is particularly valuable about Cow Creek is its pleasant shape. By "pleasant shape," I mean the road separates it from the Laramie Peak area.

It is not terribly heavily traveled, but it is usually pretty well open. It's a good-quality road. And that provides a lot of access to different types of use.

The shape of the Cow Creek area as it has been proposed in alternative W allows people to basically head on westward or the classic wilderness backpacking wilderness, as I say, westward, or stay on the fringes.

I would also like to say that there are some pretty special rocks in there, not geologically special, but topographically special. And I have always liked that area for that, for boulder stamping. Because of the roughness of those rocks, you can get a lot of solitude pretty fast.

I would like to also address—this is somewhat disjointed because my presentation, as I said, has been pretty well covered. I would like to address the issue of tourism.

In a nutshell, most of the tourist use of our State has been undergoing a slow but effective change due to the increased cost of gasoline. The Wyoming Tourism Council, a State agency, will provide you, and I am sure Colorado can also provide similar sorts of information, with documentation to support my assertions, I believe.

The patterns of use and the patterns of the tourist dollar income are changing to longer stays in more obscure places. People are not thinking the lightning tours of Yellowstone and Yosemite in a week from Chicago and back to Chicago. They are going to places, particularly places that have this sort of small recreation opportunity where they can afford to stay economically, and they are staying there longer.

If we throw away all of these small areas and particularly all the areas that are not around the Jackson Hole complex, the huge Disneyland up there—no offense to you people from Jackson—we are going to

be cutting down on the tourist trade all over the State, especially in the southeast. And that's an important part of Laramie's economy. It's an important part of the economy for a lot of little places like Esterbrook up around Laramie Peak. And it's also becoming increasingly important again to Wheatland and Glendo.

I am sure, once again, you can get all the specifics you would like on that.

I will skip over again a number of subjects.

I think the release language in your bill cannot be unremarked as being particularly unpleasant. I would also like to question the judgment behind the idea that land can never be considered again for the next 20 or 30 years, even if that land under the terms of your bill is found under the intensive inventory either as a designated area or more relevantly as an area—excuse me—which is not included as designated area.

If you have a piece of land that is found to be worthless for oil and gas or timber or whatever the dominant use might be, then that land might be a worthwhile addition to a wilderness area. That kind of a consideration is eliminated by the language of 302.

I would like to note for the record also that section 501(d) is something I would have a good time with in court, and I am sure a lot of other people also will have a good time with it if this bill passes. There will be a lot of litigation.

In conclusion—

Senator WALLOP. Five minutes is approaching.

Mr. WIENER. OK. Thank you.

In conclusion, I would like to make a brief rebuttal. We have heard several times through the course of today's hearing that there were a lot of hearings on RARE II. Unless I am mistaken, and I have checked this with some others, there were no hearings in Wyoming with the delegation on RARE II. There were meetings. There were public information meetings which were expositions of the proposals, and there were meetings before the proposals were made by the Forest Service of the study areas and the roadless areas under review. Actual formal hearings have not yet been held until now for the delegation with the exception of the Cody hearing, on the statewide RARE II process. And I think Mr. Feutz' allegation to that effect was mistaken.

With that, I thank you for this opportunity.

Senator WALLOP. Thank you very much.

Ron Platt of Sheridan.

STATEMENT OF DON PLATT, PRESIDENT, WYOMING OUTFITTERS ASSOCIATION

MR. PLATT. Thank you, Senator Wallop, Representative Cheney.

As Senator Wallop noted, I am Ron Platt. I am not from Sheridan, and I am, again, from Encampment.

At this time I would like to make a real brief statement on behalf of the Wyoming Outfitters Association, of which I am the current president.

I would like to call to your attention that the State of Wyoming has a law requiring nonresidents to use guides in wilderness areas. What does this mean to the people in the outfitting industry? The outfitting

industry is a multimillion-dollar business contributing to the economy of the State, an economy that may be taken for granted, since it has already been a part of the State instead of just moving in and creating a new impact.

The survival of existing wilderness and the creation of new wilderness will help an industry that is now struggling for its life.

Your withdrawal of designated wilderness areas from the operation of the mine and mineral leasing law will be a help. The creation of a new wilderness will help save and/or create a nonsmokestack industry using a renewable resource available every year. This will stabilize existing economy and create new economy and employment for the State of Wyoming.

We therefore urge you to consider this when you make your final move on this matter.

Thank you.

Senator WALLOP. Thank you.

John Jenkins.

STATEMENT OF JOHN JENKINS

Mr. JENKINS. OK. Thank you all for the opportunity today.

My name is John Jenkins. I live in Big Horn. I was raised in Buffalo and out on the family ranch in Campbell County.

I would like to make a recommendation to the delegation today that you take a long look at four specific areas of the Cloud Peak citizens' proposals as additions to the bill before the delegation now. I think that the Rock Creek addition, the Penrose Ridge addition, the Highland Park addition, and the southern extension as denoted by the citizens' proposal east of the divide are probably appropriate for some further consideration. I believe those four areas are excellent examples of what you're seeking to do with this bill.

The objective, as I understand it, is to try to deal with the legitimate conflicts between extractive resource needs and very real wilderness values. Those four areas I believe empirically represent some excellent additions which represent different country, principally deep, heavily eroded montane zone, not like the alpine shield which I will discuss in a minute, and the rest of the area.

Also, my company's geologist in Casper tells us that those four areas do not represent prospective oil and gas acreage. So, there again we have at least one major conflict that I don't think does exist in this instance.

I would like to talk for a second about the special nature of the Cloud Peak as it bears on those four areas.

In the last 15 years I have spent, according to my journals which I have kept in the high country, 137 days within the Cloud Peak or the proposed additions, the primitive area, over 80 passing through or in these four additions. I have spent 95 days in the Wind Rivers and 45 days up in the Absaroka and Yellowstone country. And during that time I guess I have made a hobby of keeping amateur-use records, if you will. I guess some people watch birds, and I have made a hobby of watching huffing, puffing backpackers, and kept track of them.

What I have found between the ranges is the Cloud has become a far more heavily impacted high-country area. It seems to be the first step-off place for eastern backpackers as they come west.

There is no place in the Cloud that a reasonably healthy individual can't walk all the way across from one roadhead to another in a day. So, as a result, I think it could particularly benefit from extensions.

Why the extensions? I think there are two reasons: One, the Cloud sort of divies up into two areas; one, the area I like to think of as the off bench, which is largely represented by these four additions, areas that are a lot steeper. They tend to have most of the older Forest Service trails that went out of maintenance back in 1965 and before.

You have the curious, inverted situation where the real wilderness, being the lower country, the other part of the Cloud, the real wilderness country, is the high-bench plateau area with high peaks that's inside the Solitude Loop Trail. That area now has tremendous use. It's become incredibly impacted. And since there are large stretches up there that are very open, you can't separate users and give them a particularly good sense that they are getting a wilderness experience.

Down in those low areas, you can stack in an awful lot more people and apparently have very little effect on game because the people aren't getting any closer to the game. They don't know that each other is there and you get some of the benefits you are looking for.

I think the other reason for looking at some particular extensions on the Cloud are that in these past 15 years since I have been keeping journals up there, user concentration within that high-plateau loop inside the Solitude Loop has increased according to my numbers by about 700 percent. We need more room to disperse those people.

I don't think we solve the problem certainly if we cut huge, well-maintained arterial trails through the additions. I think those should be left in genuinely pristine wilderness. But they will be an excellent buffer, and I think it makes sense to that proposal.

Also, as some of the high altitude is pushed out, that's pretty critical habitat as you see these large groups go through.

So, in conclusion, I would just like to say that I do agree that, in fact, these additions are ecologically and esthetically different from that part of the Cloud that's in your proposal now. Better yet, they apparently don't represent any realistic conflict with hydrocarbon exploration. And I think the four represent an excellent candidate for inclusion in this proposition, and I hope you will take a good look at it.

Thank you.

Senator WALLOP. Thank you, John.

Mr. CHENEY. I would like to follow up for a second, John, and ask you to speculate for me for 1 minute.

Obviously, if you look out over the course of the next 20 or 30 years with however much wilderness we end up with in Wyoming and where we accept your recommendation and some of the others that have been made here today, we clearly are going to have steadily increasing pressures on the wilderness areas that we do have or will have. For instance, we had some areas in the southeastern part of the State, Medicine Bow clearly. You are going to have pressure from the Denver metropolitan area.

Are we reaching the point where we need to begin to think about other ways of restricting access to those areas, some kind of reservation basis for wilderness areas?

Mr. JENKINS. I guess, as a good free-enterprising Republican, I hate the notion of reservations.

Mr. CHENEY. It's kind of inconsistent, isn't it?

Mr. JENKINS. As a policy, I would like to see that avoided as long as possible. I think some of the additions that you are looking at, especially these four—I can't claim to know those eastern areas because I just haven't been in that country very much. But these four are particularly wild. And if they are included in a wilderness system and left wild, if we give a strong sense of managerial guidance to the Forest Service so we don't cut those big arterial trails through, which are magnets into those areas, Malcolm well knows the kind of effect in the 1970's of the Solitude Loop Trail. It's literally a high highway now for foot and horse travel. If we don't do that and we give them wilderness use, I believe we effectively create an even higher quality wilderness around the exiting wilderness that's getting that impact.

We may eventually have to go to reservation systems in areas of the Big Horns like Highland Park Lakes, Spear Lake—those areas.

I see Paul Petzoldt out there, and he has been an advocate for years, of course, for problems around Island Lake over in the Winds. And those areas which are very accessible are probably going to need that. But I don't think we will ever have to go to that in these sort of montane, heavily forested steep areas.

You will give a preserve to the people who really want the sort of ultimate wilderness experience and can't find it up high any more because there is a mountain climber on every crag. If solitude is what we want, I think we can concentrate—at least those are four classic examples of the opportunity.

Mr. CHENEY. Thank you very much. Thank you, too.

Senator WALLOP. The only thing I don't understand—I understand why you want the areas. But I don't understand how you think they will diffuse traffic that is already in the high country in the Cloud Peak area, which is, after all, what attracts people in the first place.

Mr. JENKINS. In part, I think it's because we saw a curve, a sort of use curve in high country that climbed dramatically through late 1960's, early 1970's. It started to trail off, and now I think, at least by my poor man's records, a lot of the people that you see up in that high country now are second-, third-, and fourth-time visitors. Those people have gotten enough wilderness travel under their belts and have learned to do a simple thing like read a topographic map so that those buffers which are different in character can now become attractive to them.

And you see those people. I ran into, of all things, some Minnesota Lutherans on Balm of Gilead Creek. They said they would not have been there 3 or 4 years ago.

I think that dispersion is, in fact, taking place in those de facto wilderness areas now, and I would hate to see that area closed off to them.

Mr. CHENEY. Well, I don't think it would be closed off to them.

Mr. JENKINS. That's true.

Mr. CHENEY. And it does exist.

Mr. JENKINS. That's an error of language.

Senator WALLOP. OK. Thank you both very much.

Next is panel 18: Eric Potter, Casper; George Clover, Jackson; Jane Island of Casper, and Karen Altmann.

George, you are on the list first.

STATEMENT OF GEORGE CLOVER, ON BEHALF OF THE WYOMING OUTFITTERS ASSOCIATION

Mr. CLOVER. With the kind indulgence of the chair, may I speak standing? I believe that the reporter can hear me, and I am quite confident I have volume enough to get to the back because I speak better that way.

I am George Clover from Jackson, Wyo. I am the spokesman for the Wyoming Outfitters Association. I also speak for my family, sons, and I hope for my yet unborn grandchildren.

In the interest of consideration for the sensibilities of the reporter and those who have attended these lengthy hearings, I have submitted a written statement. And I will not read it. I will comment upon some aspects that are not even contained in it.

If our august senior Senator was quoted correctly, that in order to cut the budget, we must cut budgets, and in so doing, we step upon people's toes, in this hearing I think we will determine whose toes will be stepped upon.

I think without trying to paraphrase and to interpret what Malcolm said, it seems that it is ultimately necessary that the Senate and the balance of the Congress must pass a budget. As of last night, it was undone. The President is one place, Congress is another. They have yet to come to agreement.

Why is this germane to wilderness? I firmly am convinced that unless the burden of taxation is lifted from us by you gentlemen who we have vested with the power and have burdened with the responsibility—if you do not lift it from us, what is included in this wilderness or not will probably avail very little. We will become, if not physically, we will become philosophically and ideologically nomads. The society which we all love so well cannot survive multihundred billion dollar deficits.

Gentlemen, the Congress has passed before your time, before my time, almost. Since the day of FDR, we have been debt-ridden to the point of where our society is now jeopardized by it. To relinquish lands that could be included in the wilderness will do what? If they are to be cut on balance, the timber industry is not cost-effective. It costs more in subsidy to harvest the timber many times over than the value of it.

That money must come from somewhere. I don't have it to give to the Congress. My unborn grandchildren will not have it. Very simple arithmetic with any of the little Sony or other little calculators to sit down and figure out what the national debt is and divide it by the population.

I think for most of our citizens, the result is little short of chilling to the marrow of your bones. I will elaborate on other aspects in that presentation tomorrow in different form. But I thank you.

Senator WALLOP. Thank you.

Jane IFLAND. Is that correct?

STATEMENT OF JANE IFLAND

Ms. IFLAND. Yes, it is.

Good morning. I'm really a little nervous. I am not much of a political person. I read and I vote, but other than that, I try to kind of hold down the war. But I had to come today.

I began to imagine that I had nothing to say. I don't have a degree in wildlife management nor in geology. I don't toil in the oil patch or in the lumber camp. I do own a sleeping bag, but I don't have a backpack.

I have only lived in Wyoming 2 years. I haven't been politically active, so I haven't a block of votes with which to threaten or cajole you. How could I help, I asked myself. Then I remembered that when I was 16, I had done something that my parents told me not to do, and in the discussion that followed, my father made a comment that has hung with me these many years. He just said, "We are just trying to help you keep your options open." That's what I am going to address, keeping our options open.

The incontrovertible fact of the matter, gentlemen, is that we are going to run out of petroleum. We are, whether the *de facto* wilderness of Wyoming is open for development or not.

Does it matter whether we run out a day or a week or a year sooner than we might if we get this extension-doomed dinosaur on the best and most precious of our national flowers? Not to me. When the lands are open, when the last drops of oil and final wisps of gas are used, we will be left not only without oil, but without wilderness as well.

One of the most valuable tools to each of us is reflection, contemplation. If our literal and figurative fields of view almost include profit-motivating activity, how will we see our path away from the "more is better" assumption which has pushed us as a society to the spiritual bankruptcy Mr. Barlow mentioned earlier today? Where will he discover the motto for enjoyment on an economy based on need instead of on want? Leave your children landscapes where the trees don't grow in the State behind.

Trees? If this bill were to be made law today, you would have left us a wilderness almost without trees. What you have designated in this bill as wilderness is the rocky part of the land above the tree line.

Just as the head of the human pretty well has to be attached to its body in order to function and to be admired, so the ecological body of these rocky heads of the land must be attached to preserve their esthetic and functional value.

I urge you to add to the lands proposed for inclusion in your bill the rest of their respective ecosystems.

Alternative W, which I support, does this. If you designate only the summer range of Big Horn sheep of the total ecosystem, you still lose the sheep.

I will conclude by reminding you that the decision to open any of these lands for development is permanent. If they are ever not wilderness, they are forever not wilderness.

Thank you.

STATEMENT OF KAREN ALTMANN

Ms. ALTMANN. Thank you.

I find it very difficult to be here today. It seems incredibly frustrating trying to deal with the political arena that is foreign to me.

What can I say to you gentlemen so that you can hear, so that you will listen, something that will have impact on you? What I feel is frustration, the waves of apathy, a sense of powerlessness, a certain extension of the American dream. I am certain there are many like me in this State, in this Nation.

I once heard a quote that sticks in my mind: "All that is necessary for evil to triumph is for enough good men to do nothing."

I am here today to break my long term of silence. And I assure you that my goal is to inspire others to do the same.

We are responsible for the future of this land, of this people, of this rare and beautiful State.

I am here today in support of alternative W in its entirety. I believe we need to protect what is uniquely ours at all costs.

There is no room for compromise. There is no turning back. We cannot buy what is now a part of this beautiful, wonderful wilderness that is Wyoming.

Thank you.

Senator WALLOP. Thank you.

Mr. CHENEY. Thank you very much.

Senator WALLOP. Next is panel 19: Michael Cottingham, Mark Gordon, Janet Reasoner, and David Wood.

Mike, would you begin, please?

STATEMENT OF MICHAEL COTTINGHAM, MEMBER, BOARD OF DIRECTORS, JACKSON HOLE ALLIANCE FOR RESPONSIBLE PLANNING

Mr. COTTINGHAM. Mr. Chairman, I am Mike Cottingham. I live in Teton County, Wyo., and serve on the board of directors of the Jackson Hole Alliance for Responsible Planning, a local land use planning organization of 620 members in Jackson Hole.

I appreciate this opportunity to present the Alliance's views on S. 2118, the Wyoming Wilderness Act of 1982.

The Alliance's board of directors has prepared a detailed segment which I will submit for the hearing record. My remarks summarize the main points in that statement.

The Alliance is gratified that by proposing withdrawal of designated wilderness areas from mineral activity the Wyoming delegation has formally recognized the fact that such activities are incompatible with wilderness preservation. However, the Alliance is dismayed by the one-sided tradeoffs that have been made in S. 2118 to accomplish this recognition.

Designating only 470,350 acres of additional wilderness in Wyoming or only 12 percent of the 4 million acres of potential wilderness in exchange for withdrawing designated wilderness from mineral activities is simply unreasonable and does not best serve the interests of Wyoming residents or the Nation.

We believe that major amendments are needed in S. 2118 for adding additional areas to the National Wilderness Preservation System and for releasing nondesignated lands for multiple-use management.

We are limiting our recommendations for additional wilderness designations to the Jackson Hole region with which we are most familiar, although we are concerned that wilderness in other parts of Wyoming also may be inadequately addressed in S. 2118, the DuNoir addition, for example.

The Alliance recommends that the following areas which are shown on the map before you be designated as wilderness. The basis for these

recommendations are in the Alliance's detailed statement which you will have.

One, the Teton Corridor of 28,156 acres, currently bordered on three sides by wilderness or national park, de facto wilderness lands, area A on the map; two, at least 124,000 acres of the west slope of the Teton Range with possible additions along the western edge, area B on the map; three, a Gros Ventre Wilderness Area of about 392,000 acres instead of the 228,550 acres proposed in S. 2118, area C on the map. This would include the Cache Creek and Little Granite Creek areas and additional acreage along the east boundary of the National Elk Refuge which are of great concern to residents of Jackson Hole because of possible oil and gas developments.

This concern over oil and gas development in the area has been amply demonstrated by united opposition within the Jackson Hole community, as the Wyoming delegation is aware.

Four, the Alliance also believes that the Palisades further planning area of about 247,000 acres, about 136,000 acres in Wyoming, the rest in Idaho, should be added to the wilderness system, area D on the map. At the very least, the oil and gas potential of the area must be determined without in any way compromising its roadless, wilderness character or its suitability for wilderness designation. The Alliance urges the Wyoming and Idaho congressional delegation to work together toward this end.

Five, the 215,000-acre Greyback Ridge roadless area, area E on the map, also needs legislation or special regulations to retain its roadless, wilderness character, to adequately protect surface resources in this rugged, sensitive area, and to preserve the option for wilderness designation, should the area prove to have little potential for oil and gas production.

The language in section 302(b)(2) of S. 2118 for releasing lands not designated as wilderness to multiple-use management is unsatisfactory. It implies that nonwilderness lands must be developed.

It also excludes national forest land from consideration for wilderness designation in routine forest planning until after the year 2000. In our statement, we recommend specific release language that has proved to be satisfactory to all interest groups in the Colorado and other State wilderness bills.

The alliance also recommends that S. 2118 be changed to firmly indicate that all forest land and all uses will be considered in routine forest planning. Reference to the year 2000 should be deleted.

The 620 members of the Jackson Hole Alliance and their families strongly urge you to consider these recommendations. We are counting on you, gentlemen, to produce a reasonable and equitable wilderness bill.

Thank you very much.

Senator WALLOP. Thank you, Mike.

Mark Gordon.

STATEMENT OF MARK GORDON

Mr. GORDON. I was going to speak about some specific areas, but I think those have probably been touched on pretty heavily around Cloud Peak, and I will submit some specific comments on those areas to the hearing record.

I have more of a concern being a rancher, which is what I am trying to represent today, myself as a rancher, although I am chairman of the Wyoming Charter of the Sierra Club. I thought I could express some of my views as a young rancher who is hoping he can continue on with ranching through the next decade, through the next century, if I live that long.

But, anyway, I must apologize for not having typed or copied my testimony before hand. But as I am sure you are all aware, this is an extremely hectic time of the year for people like me. We are beginning to fence and farm and finish calving.

So, I hope you indulge me if I ramble a little bit. And feel free to cut me off.

Thank you for this opportunity. I must say that I am delighted that you began to work on Wyoming's wilderness adequately. And when I visited you in Washington last fall, I mentioned that I hoped you would initiate some action toward resolving this issue. When I spoke with you, I intimated that my belief that you should begin a case-by-case review of each of the potential areas with an examination of the four of Wyoming's most beautiful, rugged to some noncontroversial roadless areas. Those would be the ones you have recommended for designation in your act, the Cloud Peak, DuNoir, the Popo Agie, and Gros Ventre.

However, I didn't expect you really to stop there. I think there are a lot of areas that deserve closer scrutiny in a case-by-case fashion.

When I did speak with you in September, I expressed my skepticism that a Wyoming-wide one-fell-swoop type of strategy to solve the problem wasn't going to work. It hasn't worked in the national cases such as the Havaakawa bill—the Watt bill is sort of undetermined—and other legislation like that. And I suggested that we look at each area to see if wilderness would work and it was the best management system for each area.

Instead, I think your bill does four things. Correct me if I am wrong. It designates the four areas I mentioned and it releases all other designated lands for nonwilderness management. It eliminates any possibility of another roadless area inventory until 2001. It reaffirms protection of our State's wilderness areas from oil and gas development, except in the event of national emergency.

Probably one reason why this bill is viewed by some as a good compromise between polarized special interest groups is because of this last provision, giving environmentalists one of their most desired items, protection from mineral exploitation.

Frankly, I do not believe that is what we should be looking at in a Wyoming Wilderness bill. Rather than estimating where the middle of the spectrum in the wilderness debate lies, I think we should be—I believe we should be discussing whether that form of protective management or some kind of protective management best suits a particular area.

You might recognize that there are some areas not included in your bill which also deserve closer scrutiny, and areas like this would be Laramie Peak, the west slope of the Tetons. In the Cloud Peak area both Rock Creek and Stone Mountain are the areas I am most familiar with there. These are but a few of the areas that are included in the alternative W proposal.

All of these areas I feel deserve closer scrutiny than your bill allows. There may be some confusion as to what wilderness designation really means. If one looks carefully at the act and sees the work that Congressman John Seiberling and Morris Udall have done pertaining to how grazing pertains to wilderness, you will see that grazing is a compatible use of wilderness; that ranchers can use vehicles if necessary to fence, to carry salt, and carry items for livestock. Moreover, an administrator can use a designation as an excuse to reduce detailed grazing in an area.

So, beyond protective legislation, I think wilderness also serves the rancher to some degree.

Senator WALLOP. Mark, your 5 minutes is running.

Mr. GORDON. OK. Thank you very much.

Senator WALLOP. Did you want to make a conclusion?

Mr. GORDON. Well, I will just sum up very quickly.

I think my major point is that I think that a case-by-case review is valuable in this particular instance. I don't know if your release language allows that. If there is a way that we can move ahead on the four areas that you have graciously offered and then sort of work the release language in at a later date, I think that might work better, if you really, you know, are stuck on that. I think that's a very valuable way of doing things.

Thank you very much.

Senator WALLOP. Thank you, Mark.

Mr. Wood.

STATEMENT OF DAVID WOOD, ON BEHALF OF THE MAURY CHAPTER, THE NATIONAL AUDUBON SOCIETY

Mr. Wood. Thank you. My name is David Wood, and I am here to represent the Maury Chapter of the National Audubon Society.

I think in view of the hour, a restatement might be appreciated.

The Maury Chapter of the National Audubon Society supports and applauds the efforts of the Wyoming delegation in attempting to form a Wyoming Wilderness bill. The various factions, special interest groups, and just plain concerned citizens now have, thanks to your hard work and concern, some specific proposals on which they can focus their comments and desires regarding the development of western resources and on the obvious conflict that development poses for the preservation of western wilderness areas.

Curie Audubon would like to comment on two general aspects of this proposed bill. Point No. 1: We feel that the wilderness area presently proposed should be enlarged. More of the lower altitude parts of the mountain ecosystems should be included in the areas protected.

Point No. 2: Additional wilderness areas in the south and eastern parts of Wyoming should be added to the areas protected.

A final point in closing is that any wilderness area which may be offered protection now could conceivably be exploited, developed at any time in the future by the act of some future Congress. But once any wilderness loses its protection and undergoes development, that process is irreversible. Once they are gone, they are gone forever.

Senator WALLOP. Thank you, Mr. Wood.

Miss Reasoner.

STATEMENT OF JANET REASONER, ON BEHALF OF THE HIGH PLAINS ALLIANCE, SHERIDAN, WYO.

Ms. REASONER. My name is Janet Reasoner and I work for the High Plains Alliance in Sheridan.

To begin with, it's very gratifying and inspiring to see so many people here joining together to try to save our precious wilderness. We, the people of Wyoming, cannot and must not use our time and energy fighting each other. For the sake of our lands and our future, we must work together. We must overcome the boundaries of race, age, occupation, and political persuasion, because the threat we face sees none of these differences.

Many of you heard the testimony earlier regarding multinational corporations. Along those lines I would like to share a quote. It's from Etupko. He is an Indian from Bolivia. When he made this quote he was testifying in Geneva to a United Nations conference committee:

What is our ultimate enemy? I will tell you. The internationalization of capital worldwide. Everything turns in its wake. The multinational corporations today constitute the super states.

This is nothing new. What is new is its growth, its incalculable dimensions which are not held by national boundaries and which represent the polarization of this system.

Today the world is dominated by a small number of these transnationals. Tomorrow we can foresee four or five of these multinationals will decide the fate of all humanity.

To tell the truth, the defense of humanity is to see this, be in solidarity with each other.

We are poor and miserable, not because we are mentally retarded, but because of our dependence on these potencies. They determine our fates, our national life, our economies.

These giant corporations that he is talking about are the very entities that want to destroy our precious wilderness in Wyoming and for profit. And people who promote this destruction often bill themselves as conservatives.

Of course, they are nothing of the kind. Conservatives believe in a free market, competition and preservation of existing conditions, to agree with gradual rather than abrupt change.

On the other hand, if radicalism is defined as a force against basic values in society, then the corporate powers and their yes-men are the true radicals.

We are not going to buy it anymore, the conservatives, that these people are conservatives. We are the conservatives and they are the radicals, and it's time that the people of Wyoming knew this.

No longer can we look to the political process for help. We are wasting our breath to expect a change of heart from politicians.

People that would sell out the birthing and breeding grounds of trumpeter swans and big horn sheep, or would degrade the Clean Air Act, aren't going to help us. We must go to the people. That's where our strength lies.

Our proposal is this: That each and every person in this room spend 15 or 20 minutes tonight or tomorrow writing down your feeling in a letter to the editor. And we have copies of the addresses to hand out to anyone that's interested. Make copies of your letter and let the people

of Wyoming know what's going on and what's being planned. Hearings won't get us far. Let us let the people of our State know what's happening behind our backs. And when we do, we will have a real rebellion on our hands. And that's the kind of pressure the politicians will listen to.

Senator WALLOP. Thank you very much.

Mr. CHENEY. One quick one for Mike.

On the West Slope, one of the issues of concern over there has been the possible expansion of the Teton Village ski area. Do you have any problems with their plans in that part of the county?

Mr. COTTINGHAM. Well, the Teton—Representative Cheney, the Teton Village ski area is not on the West Slope.

Mr. CHENEY. The Targhee area over on the back side. There was a potential conflict at one point when the Forest Service first made its recommendations on RARE II.

Mr. COTTINGHAM. Are you talking about the proposal that we have drawn here on the map represents that Forest Service proposal?

Mr. CHENEY. And does it make room for the expansion of the ski area or not?

Mr. COTTINGHAM. It is the Forest Service recommendation. Now, the ski area would involve one drainage area. And what we are adding here and asking is that you consider additional acreage outside of that Forest Service proposal which would not affect the expansion of that ski area.

Mr. CHENEY. OK. Thank you.

Senator WALLOP. Thank you all very much.

Panel No. 20: Michael Massie, Kirk Inberg, Tom Bonnell, Edna Kennel, and Paul Petzoldt.

OK. I was told that Sally Forbes, who was scheduled for an earlier panel, has arrived—if you would want to join this panel.

Let's see, Michael Massie.

STATEMENT OF MICHAEL MASSIE

Mr. MASSIE. Well, since this is the 20th panel, I hope no one expects me to say anything really original.

First, I would like to say that the proposed Wyoming Wilderness Act of 1982 is possibly the most important piece of legislation that most people of Wyoming will consider in their lifetime. Thus, in my opinion, only one public hearing and one workshop in the entire State does not reflect the importance of this bill.

Many people I know personally, about a dozen, wanted to come up here and testify at the public hearing but could not do so because of expenses and job requirements.

I have a couple of their comments here with me which I would just like to hand to you.

I urge you, the congressional delegation, to hold a meeting in southeastern Wyoming and in other parts of the State in order for a majority of interested Wyomingites to express their thoughts on this bill.

Second, I commend the delegation for the bill's provision that withdraws all present wilderness areas from mineral leasing and exploratory drilling. However, I disagree strongly with the release language that will allow nondesignated areas as wilderness in 1982.

Concerning the huge surplus outside wilderness area, our country does not seem to need the resources in these study areas now or in the

future. It makes more sense to me to allow the Forest Service to continue the study than to open them up immediately for exploitation of resources that nobody really wants or needs right now.

Third, concerning the millions of acres of potential wilderness in this State, the Wyoming Wilderness Act only addresses a bare minimum amount of acreage to the wilderness system. As a result, I support the alternative W.

As a resident of southeastern Wyoming, it is incredible to me that the present bill contains no provisions for new wilderness areas in this part of Wyoming or this part of the State. I feel I understand the reasons for these omissions.

Sometimes, or at times, people have stated that we had not entered these because the areas are too small. Well, the only wilderness area down in this part of the State is the Savage Run Wilderness Area, which contains 15,000 acres. Four of the six proposed have more acres, two slightly under.

These areas are very pristine and discernible in its protection. While the people of this area strongly need and strongly support such wilderness areas, Governor Herschler, Wyoming Game and Fish, and the Forest Service designation.

At the present time, the Medicine Bow mountains have probably suffered more impact than any other area in the State. These six areas are the only pristine areas left in the State. Once they are gone, that's it for the Medicine Bow National Forest in southeast Wyoming.

I have a 7-month-old daughter, and I want her to go up there and enjoy these areas of what southeastern Wyoming was about and what it should be. I want it for my daughter and for her kids.

If all these areas, these six areas, were designated wilderness, only approximately 5 percent of the land administered by the Medicine Bow National Forest would be wilderness areas. Don't you think that the most densely populated area of the State deserves this 5 percent?

Thank you.

Senator WALLOP. Kirk Inberg.

STATEMENT OF KIRK INBERG

MR. INBERG. With growing impacts in Wyoming, I feel we must take a closer look at one of our most important resources: Wildlife.

In these times of diminishing habitat, we don't know the harm we are actually doing unless we have something untouched by man. And these are wilderness areas.

If we have a relatively stable deer population, we know the predator population is stable and we also have a general idea that the vegetation is stable. We know this if, and only if, land has been left in the natural state with little intervention from man.

Wilderness areas must be protected completely from conventional multiple use. We cannot open wilderness areas to intensive grazing or mineral development without doing universal damage to the ecosystem.

In the past 100 years, man has exterminated more than 1 million species of living things. Species that are wilderness dependent, for example, the goats, sheep, and elk, it's a known fact were prairie and foothill animals, but from pressures from man, they are pushed to

higher elevations. Luckily, these animals were capable of adapting to this change.

Well, the question is, where will sheep go? There is nowhere else for them to go but into extinction. This may sound absurd, but this is exactly what happened to the passenger pigeon.

Wildlife is vulnerable to human influence and whose existence depends on the wilderness, for example, the big horn sheep. Certain herds of sheep have critical winter ranges in the wilderness areas. In certain months when they are confined it is critical that the sheep do not undergo unneeded stress. If a herd of sheep does have stress on them, the chance of them getting disease is greatly increased.

I just want to say I strongly support alternative W.

Senator WALLOP. Thank you very much, Kirk.

Edna, is it Kennel?

STATEMENT OF EDNA KENNEL

Ms. KENNEL. Kennel.

In order not to be redundant, I wish to deviate from my written statement.

I live—my name is Edna Kennel, and I live in the great wilderness area called East Casper. I look to the wilderness areas in the mountains as my recreation and release from this wasteland.

I urge you to adopt alternative W because I am also a charter member of the "Pantywaist society," and I can't hike very high where the air is thin and there is nothing but rocks.

The tourism has been and will be an important industry in Wyoming, and it is also my employer. Not all of the people that use the wilderness areas are big-game hunters as was indicated this morning by Mr. Roberts and Mr. Turner. And there are thousands of people who come to Wyoming for one reason: to get away from the same wasteland that I am escaping from.

I had to leave Wyoming a number of years ago, but upon returning I am very dismayed to find out that we are getting ready to take these areas out of wilderness and lose them.

I also object strongly to the release language making the roadless areas available for gas and oil exploration without—and no other additional wilderness areas being considered until the year 2000.

In closing, I really hope that the hearing committees that you have will give more information prior to the hearing so that we might be able to have it available and idiots like myself can sound a lot more articulate. I really feel kind of dumb here.

I would like to ask one question of the panel. As the majority of the speakers today have indicated that they are definitely for alternative W, what do you, the congressional people, plan on doing? Will you be able to put this in your bill before it comes out of subcommittee or will there be any changes made?

Senator WALLOP. I don't think that it would be likely that we would, as I explained to Bart Koehler earlier this morning, to have alternative W. The purpose of this is not to make a decision today, but to have the beginning process of public input on the wilderness proposal as we have it.

We had indicated earlier, perhaps before you came, flexibility as to boundaries. But there are—you know, the breadth of Wyoming citi-

zenry to serve in that. And some have testified and some have not, and some have yet to write and some have already written. And there is yet the workshop tomorrow and hearings, at least as far as I am concerned, in Washington on this proposal.

So, I am not prepared to say today what boundary changes would be made.

Dick?

Mr. CHENEY. I would simply add, you know, this is a difficult process for a public official. You can total up the number of people who come to a particular hearing and say, "Well, it ought to go this way," or you can do some kind of random sample of State opinion.

I recently, for example, sent out a questionnaire to everybody in the State which was returned that asked, among other things, the question of whether or not they thought we should have oil and gas development in wilderness areas. And the results I got back, again, not a random sample because it's only those who chose to respond, but out of some 12,000 returns, we had a majority who favored leasing in wilderness areas.

In this case the delegation obviously made a judgment that we weren't going to go with what was simply the majority opinion, at least as reflected in that poll. We do the best we can. And the reason we are holding the hearing is because we are not locked in on the bill, because we do want to listen to what people have to say.

I would anticipate that having gone through the exercise of soliciting opinions of people all over the State, held hearings and workshops and so forth, that the bill would be modified. There wouldn't be any other reason to go through this exercise if we weren't prepared to modify it.

At this point, though, I don't think we are in a position to say definitively what it's going to look like. We have to talk to Al Simpson, among others.

My own personal view, and I stated previously, I think alternative W goes too far. It does not offer a balanced approach.

That does not mean that we will not look at Alternative W or haven't looked at alternative W already for thoughts and ideas when we do in fact modify the bill.

Ms. KENNEL. I would like to ask you one more question before I step down.

The frustration of the people that I have listened to walking out the door has been that they all felt that you weren't listening.

Mr. CHENEY. Well, let me put it this way: I have a lot of things I can do with my time. Malcolm and I are here today specifically because we do want to listen. As I explained previously, I spent the entire Easter recess traveling the entire State of Wyoming, covering 21 or 23 counties. I will be traveling the State specifically to listen to people.

We spend an awful lot of time on the subject. We are here to listen to the people. There is no other reason to be here.

I can only ask that you take your best shot. We will make our decision and move forward on that basis. I cannot do anything other than by my very presence here demonstrate my willingness to hear everybody's views on the subject.

Senator WALLOP. We have nearly been through 100-plus witnesses. That does not exactly indicate casual attitude. But if that's any reflection on it, it's not casual.

The next is Paul Petzoldt.

Mr. PETZOLDT. Well, as a member of this group, I wish to put in my personal apology for personal innuendos which don't belong in a place like this.

Senator WALLOP. Thank you.

Mr. PETZOLDT. I congratulate you on your patience.

Senator WALLOP. Thank you.

STATEMENT OF PAUL PETZOLDT

Mr. PETZOLDT. I hope that you are so busy with the budget and other little problems that seem to have developed, when you get back to Washington, that this bill never comes out this year. I don't say that in a critical way. I think it's the best solution.

I have been away on a lecture tour to 20 or 30 universities. But yesterday is the first time I heard about this bill. But I sense here that a lot of these people and all over this State I doubt if the opinion is gelled up. The opinion is changing very rapidly on this thing. As one other older gentleman said here, that rancher that used to be against wilderness are now for it. Businessmen who used to be against wilderness are now for it.

The thing is changing very, very rapidly. And I think if you would pass this bill now, that in 2 or 3 years you might want to look at it again.

I think that now that you have brought it up and the confrontation is here, that we need a lot more time. There are a lot of things that really are very important that haven't even been mentioned here today that should be brought up. And I am not going to bring them up now. But, you know, maybe if you have to go ahead, maybe you can compromise some more.

I would think the oil industry and the other people would be glad. I would try to convince them if I were Senator that their public opinion, their best thing for their future is to go along with maximum wilderness, because they are using all the rest of Wyoming and it would be a great deal of public opinion for them not to fight this.

But still, on the other hand, you see, we have missed one big thing in this whole thing, and that's the educational aspect.

Some of us in 1962 and 1963 testified in Washington and other places about the educational aspect of the wilderness bill. And of course, then we didn't know what we were talking about. Now we do know.

We can use the wild outdoors now without harming it. We just have to teach people how to do it. And we are doing that now.

We have developed a curriculum that 30 universities are starting next year. We have got to educate the users, because some of us factitiously say nowadays that the best way to ruin an area is put it in a wilderness region, because it hasn't been heard of before, and put it in a wilderness region and here come the green pigs, the people who don't know how to use it without harming it.

And now we know these techniques. We know these behavior patterns. They can be taught.

So, education has been the missing link in the whole conservation venture. And if we realize that we can educate people to use the outdoors without harming it, that changes our whole aspect view.

Actually, whether we put a fence around it and call it a wilderness area perhaps is not as important as how we use it, what the rules and regulations are.

So, I would hope that you get so busy that we can discuss this in another year or two, and I think by that time the opinion will be solidified. And the political climate is changing very rapidly, and I think in a year or so that there will be a better political climate for such a bill.

Thank you very much.

Senator WALLOP. Thank you, Paul.

Sally Forbes.

STATEMENT OF SALLY FORBES

Ms. FORBES. I am Sal Forbes, a rancher for more than 40 years and housewife with seven children born in the Sheridan area.

I come from the crowded Massachusetts east and I am lucky to have my ranch needs and learning include extensive travel an on-the-ground walking and driving. To emphasize the pressures of huge population density, I was lucky enough to be in India, a little of China and Japan this past winter where they know painfully nothing can afford to be wasted. I am speaking only to the Big Horn National Forest area in applying to most Wyoming areas.

I sincerely appreciate your time and effort to give Wyoming citizens this opportunity to be heard concerning your bill and its concern for future wilderness plans and also added dimensions of the RARE II studies for all generations to come. Undeveloped magnificent land is a critical resource heritage for all generations to come.

Please continue to have the courage to stand up to the pressures of immediate material demands. Please have the wisdom and vision and foresight and restraint, like those who across the country have stood fast for city parks and the entire park and forest systems themselves years ago.

We have only one chance at this magnificent land God made us custodians of. There is no more land being made. After these dwindling uniquely magnificent areas have been roaded or timbered or dug up for mineral exploration, even nature cannot really put them back.

We are all faced with irrever-sible choices. Our sons and daughters and grandsons and granddaughters deserve the opportunity to still have some areas of which to make their choices for needs we cannot even conceive.

At a time when energy prices are rapidly dropping, when many energy opportunities still exist in other areas, when population and crowding is growing, best uses of our resources is critical.

I have been working a lot in the last 5 years in the human health field. I said I have been working with cows for 40 years. Now I would like to see how to do something about our stresses and overweight and insecurity in even young adults. Witness the stress of divorce, of seeking mental health, of stress release and group therapy of all sorts, the evidence of tense and insecure and often fleshy and overweight faces and bodies, even of our young adults, to recognize the desperate need for places of peace and healing, of restful vacations, of recreation.

I will mention the contrast of India. Of the many things they don't have, they have relative peace of mind. We went there to find our

hearts. And you look at any face in Western Europe, and it's pretty depressed and tense. We were learning a lot of things to do about it.

But I think wilderness can do more than any doctor. By the marvels of the national forest itself, recognize that immeasurable added memories as one crosses into any wilderness or primitive area boundary, able to know and be assured there will be no shattering racket to one's fishing or camping or picnicking, no motorbikes or snow machines or power saws, only animal and human footprints and sounds of silence.

Our urban millions and even our growing industrial population in this State needs these places to get away even briefly from the concrete, people-pressured, noisy, smog- and pollution-ridden work stresses and cities, even for brief weekends and vacations. And you should know as you serve us so conscientiously in the Halls of Congress with the pressures of your duties in our own National Capital.

I am speaking only for the Big Horn National Forest, but I think the principles apply across the State maybe even more so.

The areas I deeply urge to be included in our own Big Horn National Forest wilderness area are especially Paintrock Canyon to the forest boundary, the entire Rock Creek area to the forest boundary before it is further timbered, and also the Tongue River Canyon area, and also a generous fringe of green, parklike areas all along the boundaries of the present predominantly rock heap Cloud Peak primitive area.

Senator WALLOP. Time is 5 minutes, Mrs. Forbes, if you could summarize your conclusion.

Ms. FORBES. For close access to so many people, also borderlike or parklike areas intermittently along the forest boundary itself.

I hope our Forest Service also will begin to honor a positive management with respect, plan to a high degree, and let nature take care of itself, instead of putting in a positive plan they could be proud of. The only alternative some of us see is to ask the Park Service to take it over, and I know none of us want that. I hope the Forest Service will recognize that and please give us the chance to have a little more of the forest and a little more of the outlying areas made into wilderness which can be changed later.

We have only this one chance for these areas. Wyoming has the unique riches of both enormous tourism attraction and recreation and scenery and space along with agricultural and mineral and energy development. Tourism has the added bonus of staying in the State.

Please give our State and Nation this vital, basic opportunity to protect and enhance its own natural magnificence in key areas for future generations to make whatever choices they need to make.

With that, thank you for listening.

Senator WALLOP. Thank you, Sally.

Dick, do you have anything?

Mr. CHENEY. Is this the end?

Senator WALLOP. Yes.

Mr. CHENEY. This is the end? All right.

I briefly would like to say that it's been a useful and productive day, at least from my standpoint. I look forward to having the opportunity to review the testimony. I have read most of it as it's been submitted today.

I would urge anybody who has got additional thoughts or who develops additional thoughts over the course of the next few weeks or months to be sure to get them to us.

I think Malcolm is going to announce from the standpoint of the Senate committee the procedure with respect to that. But I do want to insure everybody that I wouldn't be here today spending 8 hours and developing calluses in sensitive spots if it weren't for our interest in this issue.

So, I appreciate all of you for taking the time to come and the patience you have demonstrated, and I look forward to further discussion.

Senator WALLOP. Dick, thank you very much for being here and for also running the chair for a little while while we kept the hearing going.

Mr. CHENEY. It's the first time in my professional career I have got to do that.

Senator WALLOP. The record will remain open for 2 weeks after this hearing. And that is if anybody wishes to submit further testimony for this hearing record. It will be included in it. And also, I would point out that those written comments that we receive at the workshop tomorrow will be included in the record of this hearing.

We cannot and will not have a court reporter there so that off-the-cuff or verbal comments will not be a part of this record, although they certainly will be a part of my record and my understanding that has taken place with regard to the issue.

If anyone wishes to receive a printed copy of the hearing record, please leave your name and address on the labels by the door. They are out there.

I want to thank Tony and Tom and Patty and Patty for all their presence and all the work that they have done which got us to the point where we could propose something to you.

I want to echo what Dick has said. We are listening. We indicated at the beginning that we had it in mind to listen to the various testimonies that came. We did not say that the boundaries were rigid, and I surely hope that you take that word to those who were complaining, because, you know, it's a useless thing for them to have given their time and us to have given our time and that is the attitude with which they left this hall.

I think that's unnecessary. It's unfair to them. It's unfair to everybody else who testified that that attitude would leave these halls, because otherwise it's an exercise in fraud. And I don't think anybody here engaged in that.

We have been through in excess of 100 witnesses. That's not a bad day's work. And I anticipate some interesting comments and testimony that we will receive in Riverton tomorrow.

And with that, I would like—if I could find the gavel under all these papers, I would gavel us adjourned and thank you all very much.

[Whereupon, at 3:35 p.m., the hearing was adjourned.]

WYOMING WILDERNESS ACT OF 1982

WEDNESDAY, AUGUST 18, 1982

U.S. SENATE,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER,
Washington, D.C.

The subcommittee met, pursuant to notice, at 2 p.m., in room 3110, Dirksen Office Building, Hon. Malcolm Wallop, presiding.

Present: Senators Wallop and Simpson.

Also present: Tony Bevinetto, professional staff member; and Thomas B. Williams, professional staff member for the minority.

OPENING STATEMENT OF HON. MALCOLM WALLOP, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator WALLOP. Good afternoon, and welcome to this hearing by the Subcommittee of Public Lands and Reserved Water on S. 2118, the Wyoming Wilderness Act of 1982. I appreciate each of you appearing here today to testify on this important legislation. I especially want to welcome those of you who have come from our State of Wyoming to be here.

We have traveled a long way to arrive at this point in time, to consider this major piece of wilderness legislation for the State of Wyoming. The genesis of much of this bill goes back many years, to RARE II, before that to RARE I, and before that to passage of the Wilderness Act of 1964.

Actually, it goes back even further, to when public interest first surfaced in designating some of these areas as wilderness. For example, the beautiful Gros Ventre Area which our bill would designate as wilderness has been studied and considered for possible wilderness designation since the late 1950's. The Forest Service has recommended wilderness status several times, and in 1971, Senator Cliff Hansen introduced legislation to designate it as wilderness.

The Cloud Peak Primitive Area, which our bill makes wilderness, became a primitive area in 1932. When the Wilderness Act passed in 1964, it directed the Forest Service to study all primitive areas for possible wilderness status within 10 years. The Forest Service studied it during the early 1970's and as a result recommended that it be designated wilderness.

In 1971, the Forest Service undertook its comprehensive RARE I study of roadless lands, and in 1977, it began RARE II. So throughout the 1970's the Forest Service spent a good deal of time and energy reviewing Wyoming's national forest lands for possible wilderness designation and soliciting voluminous public comment. Organizations, elected officials, and the public at large responded

with a massive outpouring of opinion through numerous hearings, meetings, questionnaires, and by phone and letter on the need for more wilderness in Wyoming, and which areas should or should not be designated. All of this culminated in the Carter administration's April 1979, RARE II recommendations to designate certain lands as wilderness, place others in "further planning," and release the rest for normal forest management.

I mention all of this to remind everyone that a great deal of time and study and public involvement preceded introduction of the Wyoming Wilderness Act of 1982. When the Carter administration sent Congress its RARE II recommendations, Senator Simpson, Congressman Cheney, and I decided to work together with Governor Herschler of Wyoming to resolve RARE II and make some land management decisions for our national forest lands.

Later, when it appeared that the outstanding Washakie Wilderness Area might be leased for oil and gas, the congressional delegation decided we must proceed with legislation to resolve this problem as well.

This bill addresses both of these concerns. Its passage would lay to rest RARE II for Wyoming by designating almost half a million acres of new wilderness, including four new wilderness additions.

Second, it releases some 3.6 million acres of forest lands for normal forest management, and frees them from the threat of a RARE II lawsuit or even a RARE III.

And third, it bars any threat of oil and gas leasing or development in new and existing Wyoming forest wilderness by withdrawing these lands from operation of the mineral leasing laws.

This hearing is the fourth in a series of hearings and workshops which this subcommittee, together with the House Interior and Insular Affairs Committee and the Wyoming congressional delegation, have held this year on S. 2118 and its House counterpart, H.R. 5625.

Earlier this year the House Interior Committee held a Cody, Wyo., field hearing on this legislation plus the general subject of mineral leasing in wilderness. On April 30, I chaired an all-day field hearing by this subcommittee in Casper, Wyo., on this bill, where we heard from almost 90 witnesses. The next day, I flew to Riverton, Wyo., where Senator Simpson, Congressman Cheney, and I hosted a "delegation workshop" in order to give the people of Wyoming another opportunity to comment on our proposal.

The Wyoming congressional delegation has heard many good recommendations on our bill, and I look forward to today's hearing. I especially look forward to hearing for the first time from the administration on this proposal. The delegation has not made any final decisions about what changes we may propose as a result of these hearings, but we have stressed that our bill is not set in concrete. We do want to hear constructive suggestions.

Following this hearing, it would be my intention to request that the Senate Energy and Natural Resources Committee mark up this bill as soon as possible after the Labor Day recess, so that we can make whatever changes might be in order and report a bill onto the Senate floor, pass it, and get it to the House of Representatives as soon as possible.

With that, I would only ask you to summarize your written testimony in your oral statements. The hearing record will remain open for 2 weeks.

Now, Congressman Cheney had been scheduled to be here but duties on the floor of the House of Representatives have denied him that opportunity.

Senator Simpson was in Wyoming last night for a party honoring his father and he is on his way back. He will be here somewhere around 3 or 3:30 this afternoon.

I have a letter written by State Senator Tom Stroock of Casper, Wyo., making some recommendations which I would have submitted to the record.

And a letter and statement by the Honorable Warren Morton, who is the former speaker of the Wyoming House of Representatives and now candidate for Governor of the State of Wyoming. His recommendation will also be included in the record.

[The material referred to follows:]

Wyoming State Legislature

August 13, 1982



SENATOR TOM STROOCK

Natrona County
P. O. Box 2875
Casper, Wyoming 82602

Committees:

Appropriations
Travel, Recreation and Wildlife

Senator Malcolm Wallop
Chairman of the Public Lands &
Reserve Water Subcommittee
3106 Dirksen Building
Washington, D.C. 20510

Dear Senator Wallop:

Because of previous business commitments, I will be unable to accept the kind invitation extended by Mr. Tony Bevinetto of your subcommittee staff to attend the public hearing scheduled in Washington next Wednesday, August 18th, on the proposed Wyoming Wilderness Act of 1982. Would you therefore be kind enough to enter these written remarks into the record of the hearing. As you can see, I am sending copies of this testimony to your Wyoming colleagues, Senator Alan Simpson and Congressman Dick Cheney.

I write to urge the addition of approximately 140,000 acres of land to be preserved under the proposed Wyoming Wilderness Act of 1982. The additional lands and my reasons for urging their inclusion as wilderness are discussed below. These comments come from personal observation - I have been hiking, hunting, fishing and backpacking directly in these parts of Wyoming for the past 30 years and have personally ridden, walked or climbed over a great deal of each area.

It is my suggestion that they be included as wilderness, not only from a conservationist point of view, but after 33 years of experience exploring for and developing natural resources in our state. My remarks only address those lands where I have actually traveled. Other additions or deletions to your base proposal may be in order, but I have no first-hand knowledge and, therefore, do not offer any opinion on them.

In none of the areas listed below are there any significant potentials for oil, gas, coal or other energy mineral deposits. There are timber values and there may be chances for some development of hard rock minerals, but - in my opinion - when one considers the "trade off" between possible development and wilderness protection in these specific areas, the odds come down on the side of wilderness protection in the following localities:

- 1) The Beartooth Plateau, an "arc" of country south of the Wyoming-Montana border and north of Highway 212, is a logical addition to the Absaroka Wilderness which adjoins it to the north in Montana. It is spectacular country, high lakes, excellent fishing and beautiful scenery; well used by hikers, horsebackers, fishermen and mountaineers.

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Senator Malcolm Wallop
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2) The "Deep Lake" country south of Highway 212 joining your existing proposed North Absaroka Wilderness on the north should be included. It contains the truly unique and impressive canyon of the Clark's Fork of the Yellowstone. Again, it is a present haven for fishermen and hikers and should be preserved as Ernest Hemingway described it. He used it as the locale for several short stories.

3) The Forest Service land on both sides of the South Fork of the Shoshone River is prime country for inclusion in a wilderness. It is big game country and bear country - the land has spectacular scenery, high mountain trails and many unusual streams. It is presently being investigated for low grade copper deposits. Against the possibility of copper values one must offset the high grade scenic, hunting and fishing values of these lands and their proximity to Yellowstone Park.

4) Various additions to the Washakie Wilderness around Franc's Peak and the DuNoir Basin should be made. The pros and cons of adding more land in these areas as wilderness has been discussed publicly in the press for many months. After attempting to give careful consideration to all concerns it is my view that the wilderness values to be preserved outweigh the other economic values available - principally timbering.

5) The Popo Agie Primitive Area on the east side of the Wind River Mountains immediately south of the Wind River Indian Reservation is a logical addition to the proposed Bridger and Fitzpatrick Wilderness. This country is presently used for wilderness purposes only, being a "primitive" area under present rules and regulations. It provides some of the best mountain climbing in the world besides great fishing, hunting, hiking and horsebacking. It is a part of Wyoming extensively used by the Outdoor Leadership School in Lander and many other outdoor groups including Boy Scouts, Girl Scouts and various mountain training classes.

6) Similar additions to the proposed Bridger Wilderness along the west side of the same Wind River Mountains should be included in the same wilderness. The comments made in regard to number five above (the Popo Agie additions) apply to the Bridger additions. The actual lands involved are those pictured on the map prepared by the National Audubon Society, a copy of which has been entered in your files and records.

7) The Whiskey Mountain Area southeast of Dubois, a part of the range for the largest Big Horn Sheep herd in the Continental United States, embraces less than 7,000 acres and almost demands consideration. I am informed by knowledgeable hunters and guides that the inclusion of these lands in the wilderness complex are necessary to maintain the present high class big horn sheep hunting available in Wyoming.

8) The so-called "Corridor Area" between the Teton Wilderness and the Grand Teton National Park on either side of the John D. Rockefeller Memorial Highway. The obvious scenic values to be preserved here have previously been called to your attention on several occasions.

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Although I am a firm believer in proper and intelligent development of our state's natural resources, it is my belief that the wilderness values in the lands described above are so unique and unusual that they should be specially preserved. Compared to the total land area of our state - 62,665,000 acres - the 140,000 acres set out in this recommendation are less than one-fifth of one percent (1/5 of 1%) of the total.

I keep remembering a slogan first used by our mutual friend, Mike Leon, who said: "Why make Wyoming like everyplace else, when everyplace else wants to be like Wyoming?" Giving these lands wilderness protection will help make sure that we preserve some of the country that is still wild and wonderful in Wyoming.

Respectfully submitted,



Tom Stroock
State Senator

TS/rh

CC: Senator Alan Simpson
4107 Dirksen Building
Washington, D.C. 20510

Congressman Dick Cheney
427 Cannon Building
Washington, D.C. 20515



Campaign Headquarters • 123 S. Center • Casper, Wyoming 82601 • Phone 265-2000

August 17, 1982

The Honorable Malcolm Wallop, Chairman
Subcommittee on Public Lands and Reserved Water
Committee on Energy and Natural Resources
United States Senate
Washington, D. C. 20510

Dear Malcolm:

Thank you for inviting me to submit testimony concerning S. 2118, the Wyoming Wilderness Act of 1982, for inclusion in the record of the Subcommittee's hearings of August 18-19, 1982.

As my testimony indicates, I am supportive of your bill and believe that its passage will be in the best interests of all the people of Wyoming. My recommendations for additional wilderness designations are in the nature of fine tuning of what is already a very good bill.

If I can provide you with further clarification or justification of my recommendations I would of course be most happy to do so. Thank you again for the opportunity to present testimony to the Subcommittee.

Sincerely,

Warren Morton
Warren Morton

1982 AUG 20 AM 10:00

An Opportunity for Excellence

STATEMENT OF WARREN MORTON
On S.2118
The Wyoming Wilderness Act of 1982
Before the Subcommittee on Public Lands and Reserved Water
Of the Senate Committee on Energy and Natural Resources

Hearing of August 18, 1982
Washington D.C.

Mr. Chairman, I appreciate the opportunity to submit my thoughts and comments today on an issue of great importance to Wyoming's citizens -- the proper protection and stewardship of our state's national forests. Wyoming people are proud to live in a state with some of the world's most magnificent scenic resources. Our nine million acres of national forests offer majestic mountain ranges, alpine lakes and meadows, countless miles of snow-fed streams, and a haven for an incredible array of God's creatures -- elk, moose, deer, Bighorn sheep, grizzly bears, trumpeter swans, eagles, and fish of many kinds, to name only a few.

Our forests also are the means by which many Wyoming citizens earn their living and contribute to the economy of Wyoming and the nation -- by harvesting trees, providing hunting or recreational opportunities for others, or grazing cattle or sheep on forest rangelands. It is important that we maintain these forest-dependent businesses and industries, because they bring to our Wyoming economy a needed diversity.

And, since energy development is the major component of Wyoming's economy, it is also important both to the local producers of energy and to the millions of consumers of that energy throughout the nation that we continue to encourage sensible energy development, where appropriate, on forest and other lands.

What the Wyoming Wilderness Act of 1982 is all about, it seems to me, is making those difficult and controversial decisions as to which lands

in Wyoming's national forests should be generally available for a variety of uses, such as those I have just described, and which should be off-limits to development and most uses because they possess special attributes -- fragile terrain, sensitive wildlife resources, unique natural features, or exceptional wilderness qualities.

We have in Wyoming a little over 2.1 million acres of land that has been officially set aside by Congress as a part of the national wilderness preservation system. The issue here today, is, how much additional land should be included within that system, and how much should be available for a greater variety of uses than are allowed in wilderness areas?

I wish to commend Wyoming's Congressional delegation for exhibiting the political courage to tackle the job of sorting all of this out. It is important that decisions be made and made promptly because a considerable amount of Wyoming's forest land is in limbo, being neither wilderness nor multiple-use, because Congress has not acted on the 1979 RARE II wilderness inventory results. Until a decision is made one way or the other, these lands will remain outside of the normal land planning and management processes, in doubtful status.

I know the three of you have worked very closely together for many months, in consultation with many Wyoming citizens, to develop the draft bill that is the subject of today's hearing. I know also that no matter what kind of bill you propose, you won't be able to please everyone. When citizen opinion runs the gamut from supporting the designation of more than two million additional acres of wilderness, to opposing the designation of any additional wilderness, it's a cinch one side or the other isn't going to like what you do. But I believe you can please most citizens by seeking a balance between the two extremes. The legislation you have proposed goes a long way toward striking that necessary balance.

I would like to submit for your consideration a couple of ideas based on what Wyoming people have said to me and on my own personal views which I believe would improve this legislation. I fully endorse all of the areas you have proposed in your bill for addition to the wilderness system in Wyoming -- the Gros Ventre, Cloud Peak, Popo Agie and DuNoir areas. In addition, I would suggest that you consider wilderness designation for four more areas. These are the Corridor and West Slope of the Tetons in northwestern Wyoming, and the Snowy Range and Laramie Peak areas in southeastern Wyoming.

The Forest Service has indicated that whether or not the West Slope and Corridor areas are officially designated as wilderness, they probably will continue to be managed to protect their wilderness attributes. That being the case, and there being few conflicts if the boundaries are properly drawn, it seems to me appropriate that these areas be added to the wilderness system.

The Snowy Range and Laramie Peak areas are in a similar situation. There are few conflicts with potential users, and designation of these two areas would protect important wilderness lands in a part of our state where there currently is only one small wilderness area -- the Savage Run Wilderness.

With regard to the remaining wilderness-candidate areas in southeastern Wyoming, which are the Huston Park, North Platte and Encampment River areas, I feel that the ultimate decision will have to reflect an awareness of the potential requirements of the proposed Little Snake River Water Management Project. This project, while still on the drawing boards, ultimately would provide water to citizens of Carbon, Albany, Natrona, Converse, Niobrara, Goshen, Platte and Laramie Counties. Care should be taken not to erect any roadblocks that would impede this project, should Wyoming citizens decide to complete it.

And on the subject of the so-called "release" provision of the Wyoming bill, which specify non-wilderness management of lands not designated as wilderness, I concur fully with the Congressional delegation that the language needs to be precise and specific, so that the land managers will know what was intended. What should be intended is that those lands which are not being added to the wilderness system will no longer be "de facto" wilderness, and will no longer be in uncertain status. They will be molded into the forest planning process, and they will be managed as that process determines, according to their particular attributes, whether it be as roadless wildlife sanctuaries, or recreation areas, or areas where more intensive uses are allowed, such as timbering.

Critics of your bill have complained that your "release" language mandates development of non-wilderness areas, and you have responded that it does not. Literally interpreted, and read in conjunction with existing forest management laws, I agree that it does not. But I believe the bill could be modified so as to allay the concern of the critics, while still achieving your objective of clarifying the status of non-wilderness lands. I would recommend that paragraph four of Section 102 be revised to make it clear that unroaded, undeveloped management is clearly an option the Forest Service has available to it for non-wilderness areas.

And, last, I want to endorse that part of the bill which would place all of Wyoming's wilderness areas off-limits to mineral leasing and new mining claims upon enactment. As one who has been in the energy business in Wyoming for many years, I am as aware as anyone could be of the importance of developing our energy resources. And as a former Speaker of the Wyoming House of Representatives, I am keenly aware of the tremendous economic contribution which energy development makes to the state's economy. But as a citizen of Wyoming, I am not about to see our wilderness areas harmed

by minerals development or any other kind of development.

It is terribly important that the designated non-wilderness areas be delineated as quickly as possible and that the ground rules for mineral non-development be promptly and clearly defined to remove misunderstanding on this point. Delay in establishing these criteria create unnecessary confusion for all.

There is no reason in the world why we cannot preserve and protect our parks and wildernesses, and still have a dynamic, thriving energy industry.

Again, Mr. Chairman, I appreciate the opportunity to present my views and recommendations, and I offer my assistance as you proceed with this Wyoming wilderness legislation.

Senator WALLOP. With that, I would ask John B. Crowell, Assistant Secretary for Natural Resources, U.S. Department of Agriculture, to present to us his statement.

**STATEMENT OF JOHN B. CROWELL, JR., ASSISTANT SECRETARY
FOR NATURAL RESOURCES, DEPARTMENT OF AGRICULTURE**

Mr. CROWELL. Thank you, Mr. Chairman, it is a pleasure to be here.

In your opening statement you have already summarized the purpose of the bill so I wouldn't dwell on that. The previous administration, as a result of RARE II, recommended nine new wildernesses and five wilderness additions in the State of Wyoming for a total of 996,400 acres.

The four wildernesses included in S. 2118 are roadless or undeveloped areas on national forest system land in Wyoming that were included in RARE II.

We concur with the proposed 11,100-acre DuNoir addition to the Washakie Wilderness. Although the boundaries of the three proposed wildernesses differ from those proposed in RARE II, the majority of the lands which are included in the bill were recommended for wilderness as a result of RARE II and we have no objections to the revised boundaries as proposed except for one minor exception.

The 1,900-acre Coffeen Park portion of the proposed Cloud Peak Wilderness, which is included in S. 2118, was part of the Cloud Peak Primitive Area and was not previously endorsed for wilderness.

In 1974 the Forest Service recommended the Coffeen Park area not be designated because of a constructed dam and wagon roads, mine shafts, deserted cabins, and other evidence of man's imprint in the Coffeen Park area. The proposed wilderness would be enhanced, in our view, if this area was not designated. It would

mean a reduction of 1,900 acres from the proposed Cloud Peak Wilderness because of the imprints of development that are in that area.

Senator WALLOP. I know that area well, and I know those little cabins. They are historical and at least contemplated in the Wilderness Act, are they not?

Mr. CROWELL. If Congress were to include them in this legislation, we wouldn't have any strong objection to it, but we do believe that if it were left out, we certainly still would be managing the area as far as the historic values.

We do commend you, Mr. Chairman, and the other members of the Wyoming delegation for your efforts in seeking to resolve the wilderness and roadless area issue in the State. We believe S. 2118 generally reflects a well-balanced proposal that includes wilderness designation and release provisions.

We do recommend that the release provisions be strengthened to facilitate long-range planning and to resolve the issue of wilderness additions in the State of Wyoming.

If during the future deliberations on this bill the committee wishes to consider additional areas for wilderness, we would urge that only the areas recommended in RARE II be considered as additions to the Wilderness System.

We recommend that section 201(4)(B) regarding special management for the Washakie area be deleted from the bill. Section 201(4)(B) as written would appear to lead to construction of single-purpose roads. A road constructed for minerals exploration could not later be used for other authorized uses such as timber harvest or range administration.

We believe that the forest plan for the Shoshone National Forest can adequately consider the needs of the resident and migrating elk herds and other wildlife in the area, which is approximately 17,700 acres in size, and which the bill designates or identifies as the DuNoir Special Management Unit.

In short, we believe that the forest planning process which is prescribed by the National Forest Management Act, would give adequate assurance that the area to be managed for multiple use with appropriate consideration for the particular game values which the bill identifies.

We do, as you know, work very closely with the State fish and game agencies and other interested publics and groups in our planning, and particularly in planning with respect to wildlife.

We strongly support the provision to abolish the Glacier primitive area classification for the approximately 6,497 acres known locally as Whiskey Mountain. This action will correct a longstanding management problem. The area is shown on the map here and is very small area in the Fitzpatrick wilderness area, which was left out when the Fitzpatrick was first designated. We would strongly support the abolition of the primitive area classification of that 6,500 acres.

One of the reasons for that, I should say, Mr. Chairman, is that that area has a remarkable bighorn sheep population and it is being used as an area for supplying bighorn sheep that are trapped there and taken to other areas for transplanting throughout much of the West.

Sheep from there, as I understand it, have been supplied to many other States. In order to carry out that kind of management of that herd, motorized access is required for the area and we think motorized access is incompatible with the basic concept of a primitive area. That is the reason that we are recommending that primitive area designation be abolished.

Title IV provides for withdrawal of designated wilderness from operation of the mining and mineral leasing laws subject to valid existing rights. Coupled with section 502(a) which provides for Presidential finding of urgent national need for mining in wilderness and the release provisions of section 302, we believe the bill strikes a reasonable balance providing protection for the wilderness resource while at the same time making available certain RARE II inventory lands for other uses and simultaneously providing a mechanism for extraction of minerals in wilderness if there is an urgent future need. This bill would end the long uncertainty regarding RARE II in Wyoming, and that is a highly desirable result.

We ask that the committee clarify the intent of section 501(b). It is unclear without more specific language whether seismic exploration is permitted or not, or whether the authors intended distinctions between seismic holes and deep, exploratory drilling.

I might add, Mr. Chairman, that we strongly believe it is essential that seismic activity be permitted so as to permit the information gathering and inventorying of energy, mineral, and other resource values which are needed for national security and national energy assessment for need, to say nothing of strategic raw materials.

Other than this clarification, we support the provisions of section 501.

We have no objections to the miscellaneous provisions of title VI which deal with grazing, water laws, and buffer zones.

Mr. Chairman, that concludes my testimony. I will be happy to respond to your questions.

[The prepared statement of Mr. Crowell follows:]

STATEMENT OF
MR. JOHN B. CROWELL, JR.
ASSISTANT SECRETARY FOR NATURAL RESOURCES
U.S. DEPARTMENT OF AGRICULTURE

Before the Subcommittee of Public Lands and Reserved Water
Committee on Energy and Natural Resources
United States Senate

On S. 2118, a bill to designate certain lands in Wyoming
for inclusion in the National Wilderness Preservation System.

AUGUST 18, 1982

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I am pleased to have this opportunity to present the Administration's views on S. 2118, a bill that would designate three new wildernesses and one addition to an existing wilderness in the State of Wyoming. These designations would add about 479,370 acres to the National Wilderness Preservation System in the State of Wyoming. The bill includes additional provisions that would release all other lands identified in the second roadless area review and evaluation (RARE II) for other multiple use activities, it would withdraw designated wildernesses in Wyoming from mineral activity, and it would provide for continued assessment of mineral potential in designated wilderness with provisions for mineral development and production in cases of urgent national need.

The previous Administration, as a result of RARE II, recommended nine new wildernesses and five wilderness additions in the State of Wyoming for a total of 996,400 acres.

All four wildernesses included in S. 2118 are roadless or undeveloped areas on National Forest System lands in Wyoming that were included in RARE II. We concur with the proposed 11,100-acre DuNoir addition to the Washakie wilderness. Although, the boundaries of the three proposed wildernesses differ from those proposed in RARE II, the majority of the lands included in the bill;

were recommended for wilderness as a result of RARE II and we have no objections to the revised boundaries as proposed. One minor exception is a 1,900-acre portion of the proposed Cloud Peak wilderness included in S. 2118 that was part of the Cloud Peak Primitive area and not previously endorsed for wilderness. In 1974, the Forest Service recommended the Coffeen Park area not be designated because of a constructed dam and wagon roads, mine shafts, deserted cabins, and other evidence of man's imprint. The proposed wilderness would be enhanced if this area was not designated.

We commend you, Mr. Chairman, and the other members of the Wyoming delegation for your efforts in seeking to resolve the wilderness and roadless area issue in Wyoming. We believe S. 2118 generally reflects a well balanced proposal that includes wilderness designation and release provisions. We do recommend that the release provisions be strengthened to facilitate long range planning and to resolve the issue of wilderness additions in the State of Wyoming. If during the future deliberations on this bill the Committee wishes to consider additional areas for wilderness, we would urge that only areas recommended for wilderness in RARE II be considered as additions to the Wilderness System.

We recommend that section 201(4)(B) regarding special management for the Washakie area be deleted from the bill. Section 201(4)(B) as written would appear to lead to construction of single purpose roads. A road constructed for minerals exploration could not later be used for other authorized uses such as timber harvest or range administration. We believe the forest plan for the Shoshone National Forest can adequately consider the needs of the resident and migrating elk herds and other wildlife in the area (approximately 17,700 acres) identified as the DuNoir Special Management Unit. In forest planning, the Forest Service works closely with the State Fish and Game agencies and interested publics and groups on planning related to wildlife.

We strongly support the provision to abolish the Glacier Primitive Area classification on approximately 6,497 acres known locally as Whiskey Mountain. This action will correct a long standing management problem. The general area has one of the largest bighorn sheep herds in the world. This is a major source of animals for restocking elsewhere. Approximately 200 head of sheep are trapped each year; motorized access in the area is necessary to trap and transport these animals.

Title IV provides for a withdrawal of designated wilderness from operation of the mining and mineral leasing laws subject to valid existing rights. Coupled with section 502(a) that provides for a Presidential finding of urgent national need for mining in wilderness and the release provisions of section 302, we believe the bill strikes a reasonable balance providing protection for the wilderness resource while, at the same time, making available certain RARE II inventoried lands for other uses and providing a mechanism for extraction of minerals in wilderness if there is an urgent future need. This bill would end the long uncertainty regarding RARE II in Wyoming.

We ask that the Committee clarify the intent of section 501(b). It is unclear without more specific language whether seismic exploration is permitted, or whether the authors intended distinctions between seismic holes and deep exploratory drilling. Other than this clarification, we support the provisions of section 501.

We have no objections to the miscellaneous provisions of title VI dealing with grazing, water laws, and buffer zones.

Mr. Chairman, this concludes my testimony. I will be happy to respond to your questions.

Senator WALLOP. Thank you very much, Mr. Secretary.

I am aware of the Whiskey Mountain area over there and the game management, which is an unprotected area. It would be certainly the desire of the delegation to assure that that management continues, but that it sort of continues in a way that did maintain the basic value of the area as adjacent to the wilderness.

The administration has problems with us, either in the bill or making the report language, which pretty much directs that it be used for the management of the bighorn sheep herd and that it would be considered for most other respects as a primitive area.

Mr. CROWELL. We would have no objection to emphasis in the bill for the bighorn sheep management. That clearly is its most valuable purpose and we certainly would intend to continue with its management for that purpose if the primitive area designation were terminated.

However, of course, this is a permanent piece of legislation and I suppose that it is conceivable that that herd might some day move or have something happen to it, and it does seem to us that that National Forest Management Act provision would provide adequate assurance that the area would be managed as you suggest that it should be, and we certainly concur with that.

Senator WALLOP. We will certainly look into that. There are some people in my State who are concerned that the release language in the Wyoming Wilderness Act would somehow mandate the development on every acre of land that is released for multiple use.

A group called the Wyoming Wilderness Association put out a mailing some time back which charges that our bill would mandate the destruction of released land. It says, and I quote from it: "Virtually all of Wyoming's unprotected wilderness may soon be on a massive industrial development by multinational timber and oil corporations. The bill would condemn with bulldozer and chain saws some 3.6 million acres."

It goes on to list some of the areas that we are releasing.

I would like to know how the administration interprets our release language and what management prerogatives it gives the Forest Service and if you think that the release language mandates development of the released areas? I guess basically we are talking about section 102(b)(4).

Mr. CROWELL. Yes; I turned to that subsection while you were reciting the characterization that had been attributed to that. Frankly, I find that a ludicrous characterization of the purposes of the section. The fact that certain multiple use aspects are emphasized has never been interpreted as requiring that all of those things take place on any of the land affected.

The purpose of release language is to return land to multiple use management and multiple use is what governs the management of national forest lands that are not specially designated areas such as wilderness.

It would be subject to the forest planning process and would be subject to evaluation for all multiple use purposes. The characterization which has been made is grossly excessive but it would serve the purpose if it would alleviate the concern by anybody if the language were simply to read—insure—that certain other national

forest systems land in the State of Wyoming be made promptly available for nonwilderness multiple uses and just stop there.

I think the purpose would then be quite clear under already existing and established law.

Senator WALLOP. There is nothing under established law which would prevent it from being managed for watershed, or wildlife, or dispersed recreation, or back country, on any of the other less than fully development alternatives?

Mr. CROWELL. Absolutely nothing in existing law which would prevent that.

Senator WALLOP. Does the administration have a position on so-called back-country designation or legislation that might provide another management alternative?

Mr. CROWELL. The term "back country" has been used for quite some time in an informal way. There have been occasional suggestions, I guess, that it be formally designated as another type of management capability that could be applied to the land. The Forest Service has always resisted that and I think the administration would continue to resist establishment of a legislated back-country designation or similar type of management because the distinction between it and management for dispersed recreation or for wilderness would seem to be difficult to make.

We don't think it offers any value in enhancing management prerogative, which are already stated by law and required of the Forest Service.

Senator WALLOP. That kind of thing would nonetheless be considered in the normal course of planning, would it not?

Mr. CROWELL. Well, it depends on how you define back country.

Senator WALLOP. I am talking sort of in relation to my earlier question—dispersed recreation, watershed management, or wildlife management?

Mr. CROWELL. Whether you treated it the way the Whiskey Mountain area has been treated or whether you regarded it as dispersed recreation would be two different possibilities, both under the rubric of back country, so we really think it would be a superfluous type of designation.

Senator WALLOP. Could you explain for the committee the concern that you outlined in your testimony regarding the special management provision of section 201(4)(b), and this is somewhat related to the previous question, and for the benefit of you and others, I will read it. It says:

Within the areas depicted as special management unit on the map entitled Washakie Wilderness dated June 15, 1967, and revised on September 12, 1970, which is on file and available for public inspection in the Office of the Chief Forester, Department of Agriculture, any roads that may be constructed for the purpose of timber harvesting or other authorized uses shall be used only for those uses and related administration and shall not be available for general public travel. Determination of authorized use shall consider the needs of the resident migrating elk herds and other wildlife.

Mr. CROWELL. We are aware, of course, of the high interest in this area because of its wildlife values. It is also a potential mineral, oil, and gas development area. Also, I understand, it has some valuable timber. It is the kind of area where conflict, of course, can arise on the various types of multiple use and would require resolu-

tion by the national forest plan, which would apply to the area if there were no special treatment for it.

The comments in my testimony were that we believe that conflicts would potentially exist there and could be better dealt with within the framework of the National Forest Management Act planning process rather than having it specified in the bill itself. We pointed particularly to the wording about the use of roads for a particular purpose and felt that the area still would be manageable for multiple use, although perhaps somewhat restricted in the types or kind of multiple use, but many of those would require potential use of roads.

So, clearly if we are going to build any roads in there, they ought to be used for other purposes and not just limited to single use that originally called for their construction.

In short, we appreciate the committee's concern about trying to deal with that area of special interest but we believe also that we have a mechanism already established and in place that is sensitive to the concerns of various interest groups, namely, the National Forest Management Act planning process.

Senator WALLOP. One thing that worries people who value that game resource is the difficulty the Forest Service has in maintaining road closures. I am not here to criticize the Forest Service for that because one of the things that happens is that you will find a great many magistrates and judges, for example, who simply wouldn't apply any serious penalties to people rangers catch trespassing on closed roads.

I think the testimony we had at Riverton and Casper and conversations, and letters, and other things expresses that concern more than any other. That it isn't so much the road for the purpose of special management where there is a timber extraction or an oil well site, or something else, it is the fact that it so opens up an area to other people that management might wish to keep out, and, indeed, seeks to keep out and tries to keep out, but is simply incapable because, you know, the courts don't do anything for you when you catch somebody.

That is what we are seeking to try to do here. If you have any advice as to how we might be able to do that, which includes, perhaps, including passage of a minimum fine or some other bill, we would be interested in hearing it.

You need something to strengthen your management hand, and I am not criticizing you. I realized what is involved in budgetary restraints and others, but when your people are doing their job and get no support from the court, it almost makes it superfluous to try to do that.

Mr. CROWELL. Well, this problem, of course, is not peculiar just to the Du Noir area.

Senator WALLOP. I know that.

Mr. CROWELL. It exists in other places around the country, and I think in part it is a question of public education and part of the process of having the law enforcement people, including the courts, appreciate a lot more fully than they used to, at least, some of the values that we are trying to protect when we have road closures.

Your suggestion about a minimum fine seems to have merit. It might provide a good deal more incentive for people to obey the

law and to observe the closures which would be appropriate in season for protecting migrating or resident elk herds.

Senator WALLOP. We may look closely at that alternative, or something, because it needs to be strengthened.

Mr. CROWELL. We would be glad to work with you and cooperate with you in that regard. We think that idea might have some real merit.

Senator WALLOP. Thank you very much, Mr. Crowell. We appreciated your testimony this afternoon.

Mr. CROWELL. Thank you, Mr. Chairman.

Senator Wallop; One more question, Mr. Crowell.

There is a substantial land development in the Gros Ventre area. Does the Forest Service concur with this proposal?

Mr. CROWELL. The proposal for oil and gas development in that area?

Senator WALLOP. Yes.

Mr. CROWELL. Yes, I would say that we do. I'm sure that we examined the lease proposal at some time in the past before the lease proposal was issued by the Department of Interior and had decided that the area could be explored for oil and gas and that we, therefore, cleared it for issuance of lease by the Department of Interior.

Senator WALLOP. There are, are there not, some stringent steps involved in those requirements?

Mr. CROWELL. Very decidedly. At least at that time we would have gone through the environmental assessment or environmental impact statement procedure before having approved the lease. More recently we have instituted on an experimental basis a contingent rights lease. The idea there being that we not have to expend a great deal of time, money, and effort in assessing potential environmental consequences for areas that we have found through experience don't get drilled and don't get explored.

Only about one-tenth of the areas that are leased end up having any drilling done on them so we tried to institute a workable procedure which would save the Federal Government some money and save the applicant some trouble. But, of course, when they do apply to actually do the drilling, that is when the environmental assessment would be done and we do carry out the process at that juncture.

But in this particular instance I am sure that the environmental process would have already been gone through because the contingent lease process is relatively new. It is less than a year old.

Senator WALLOP. Could you describe in any way the stipulations that were placed on it?

Mr. CROWELL. I couldn't off the top of my head and I am not prepared to answer that. I don't have any material on that with me.

Senator WALLOP. Could those be made available?

Mr. CROWELL. Certainly, yes, indeed.

Senator WALLOP. Thank you.

Mr. CROWELL. Thank you, Mr. Chairman.

[Subsequent to the hearing the Department of Agriculture submitted the following:]

DRAFT

Cache Creek-Bear Thrust Environmental Impact Statement



PROPOSED
OIL AND GAS DRILLING
NEAR JACKSON,
TETON COUNTY,
WYOMING

U. S. DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY
CONSERVATION DIVISION



U. S. DEPARTMENT OF AGRICULTURE
FOREST SERVICE
BRIDGER-TETON NATIONAL FOREST



SUMMARY

This EIS describes two proposed oil and gas drilling applications in the Bridger-Teton National Forest: 1) NCRA's APD in the Cache Creek Unit near Jackson, Wyoming, and 2) Getty Oil Company's APD in the Bear Thrust Unit. The U.S. Geological Survey (USGS) and the U.S. Forest Service (FS) jointly studied these drill requests. A series of reports was prepared by Government personnel and private consultants to document and analyze various aspects of the Cache Creek-Bear Thrust EIS. These supplementary reports were used to develop many of the analyses in the EIS and are available for public review at several repository locations. Well over 1,000 private individuals were personally contacted or consulted for information on technical aspects by project scientists during the course of this EIS investigation.

The three Federal oil and gas leases held by NCRA (W-20066, W-20067, W-20068) were issued in 1969, prior to enactment of the National Environmental Policy Act. No special restrictive stipulations were attached to these leases giving the Secretary of the Interior authority to prohibit absolutely all development activities on the leases, i.e., a no surface occupancy stipulation. NCRA's leases did, however, include a requirement to comply with the Krug Memorandum (a Secretarial/procedural order) and the Jackson Hole Area Oil and Gas Lease Stipulation (which prescribes certain environmental mitigating measures). Copies of both the Krug Memorandum and the Jackson Hole Stipulation are included in Appendix B. Implications of the Krug Memorandum are discussed in several locations in the EIS, particularly on page II-3.

NCRA indicated their interest in the Cache Creek area as early as 1972. Land use planning by the Government delayed matters until 1977, when NCRA's Cache Creek Unit was approved, and when they filed the APD being discussed in this EIS. High oil prices as well as oil and gas discoveries in the Overthrust Belt during the 1970's may have further influenced NCRA to pursue the Cache Creek prospect.

The legal question of whether or not the Government could disapprove an APD remained unanswered until recently. Controversy over the Cache Creek drill request prompted legal research by the Department of the Interior. This in turn formally brought the legal situation to light for the first time. The USGS-FS learned that they could not administratively disapprove NCRA's APD on environmental grounds because NCRA's leases did not contain language providing for such an action.

The Bear Thrust Unit leases are held by many different individuals and contain a variety of lease stipulations, which generally are permissive in nature (i.e., regulating how drilling should be done, but not whether it can be done at all). Most of the leases contain a proviso requiring RARE II-type studies prior to granting final APD approval. All of the Bear Thrust leases are covered by the Krug Memorandum and Jackson Hole Stipulation. The Cache Creek-Bear Thrust EIS accomplishes the type of NEPA review intended by these stipulations and augments work done under the RARE II program.*

*FS acronym for Roadless Area Review and Evaluation, a USDA study program to reexamine previous inventories and evaluate FS roadless areas in order to determine which lands should be added to the Wilderness System.

Description of Proposals

Cache Creek Unit exploratory well (NCRA).--The National Cooperative Refinery Association (NCRA) submitted an APD for a wildcat oil and gas exploratory well on their Cache Creek Unit in October 1977. The Cache Creek Unit comprises three leases held by NCRA and covers 7,680 acres (12 sections) in the Teton Division of the Bridger-Teton National Forest. NCRA's proposed wellsite (NE¼NW¼ sec. 16, T. 40 N., R. 115 W.) is approximately 6 miles southeast of Jackson, Wyoming, and is adjacent to Cache Creek. NCRA proposed reconstruction of an old road up Cache Creek for access to their wellsite. An alternate route via Game Creek would bypass the town of Jackson and much of Cache Creek. In either case, the proposed drilling activities would still impact the upper end of the watershed. In addition, future drilling could take place within the recommended Gros Ventre Wilderness. The initial wellsite and both access route alternatives lie outside the recommended wilderness boundary.

Bear Thrust Unit exploratory well (Getty).--Reserve Oil, Inc., of Denver submitted an APD for a wildcat well on their Bear Thrust Unit in October 1979. This drilling application is now known as the Getty APD, because Getty Oil Company now controls Reserve Oil, Inc. The Bear Thrust Unit comprises 25 leases and covers 24,900 acres (39 sections) in the Teton Division of the Bridger-Teton National Forest. The northern boundary of the Bear Thrust Unit is contiguous with the southern boundary of the Cache Creek Unit, and the Bear Thrust Unit lies almost wholly within the recommended Gros Ventre Wilderness.

Getty's proposed well (SW¼SW¼ sec. 8, T. 39 N., R. 114 W.) is 7 miles southeast of NCRA's Cache Creek well location and is in the Little Granite Creek drainage. Road access to this proposed site and drill pad construction could create significant surface disturbances.

Need for Federal Action

NCRA and Getty propose to explore for oil and gas resources on public lands administered by the U.S. Forest Service. They wish to begin drilling as soon as possible, if and when approval is granted. These initial exploration activities could lead to further exploration drilling within the two units and possibly to field development if oil or natural gas is discovered in commercial quantities.

Summary of the Effects of Implementation: Cache Creek Alternatives

Two drilling access road alternatives, projected field development, and the disapproval (or no action) alternative were studied in depth by the USGS and FS. Under the approval alternative, the USGS-FS also considered the possibility of granting unqualified approval versus a limited approval option that would be limited to the initial APD only. Several other alternatives were also considered but discarded because of their impracticability.

The Cache Creek road access alternative for an initial well is preferred by NCRA because it is the most direct route to their proposed wellsite. This alternative would 1) greatly interfere with recreational users of the Cache Creek Canyon, 2) disrupt local residents of Jackson along portions of the access through town, 3) require repair or upgrading of several city streets, 4) affect the visual esthetics of the lower and middle portions of Cache Creek, and 5) temporarily disrupt wildlife in the Cache Creek watershed for at least 12 to 18 months.

Many recreational activities would be curtailed because of heavy truck traffic: backpacking, hiking, jogging, cross-country skiing, snowmobiling, camping, steak rides, and hunting. Noise levels would be particularly offensive to homeowners along the route and incidents might flare up between local residents and drilling personnel. A stipulation restricting construction activities during elk calving would minimize wildlife impacts the first year when the road and well pad are constructed. Once drilling is underway, it would be impractical to shut down in order to accommodate the animals. This might interfere with elk calving during the second year.

Drilling of an initial exploratory well, using the Game Creek access, would create some of the same impacts as would the Cache Creek route. However, it would avoid residential areas, so noise intrusion and the potential for incidents would be greatly reduced. This route would bypass lower, heavily-used portions of the Cache Creek watershed but would still affect recreation in the middle and upper portions of Cache Creek where current use is moderate to high. Some local residents of Jackson might welcome upgrading of the Game Creek road as it would provide better access for recreation in that watershed. The elk calving area which overlaps the well location would be temporarily disturbed (12 to 18 months) by NCRA's proposed drilling in either case. A stipulation would be added to the APD approval, to minimize the effects on the elk. The fishery in Game Creek could experience increased pressure due to the improved access. Also, a Game Creek road could increase disturbance of wildlife due to the effects of unauthorized use by four-wheel-drive vehicles, trailbikes, and increased number of snowmobiles.

Should field development occur in the Cache Creek watershed it would likely produce high impacts on recreation, wildlife (particularly elk), and local culture for many years (20 years or more). Dust and odors would be generated in the upper end of the Cache Creek watershed from drilling, maintenance vehicles and well heads or tank batteries. These would diminish the esthetics of the watershed. The potential for contamination of surface water would be increased because of multiple well heads, buried pipelines, and frequent use of the roads by maintenance vehicles. A major elk calving area could be eliminated because the area would be intruded by access roads and well heads. The exact effects on the elk cannot be entirely predicted; however, long term disruption of the calving area coupled with habitat reduction could result in a population decline. Visual qualities would be severely compromised in the heavily used area. Noise from development drilling and vehicles, the road system, and landscape disruption would make the area unattractive to many forms of recreation. Many activities would be severely compromised in the middle and upper reaches of Cache Creek. This would particularly affect local residents of Jackson, as they comprise the large majority of the recreational users of Cache Creek.

Summary of the Effects of Implementation: Bear Thrust Alternatives

Two drilling alternatives, projected field development, and a disapproval (no-action) option were evaluated by the USGS and FS. And, as in the case of the Cache Creek APD, several other alternatives were considered but discarded because of their technical or legal impracticability.

The Little Granite Creek road alternative for a single well is preferred by Getty Oil Company. This alternative would create moderate to high impacts on riparian vegetation, fisheries, wildlife, visual esthetics, and wilderness attributes of the Little Granite drainage. Sediment levels might increase in the creek

because of the proximity of the road to the stream. Reclamation of the road would be particularly difficult because of the steep terrain and unstable slopes traversed by this route. Scars would persist for many years along the mile of road directly below the wellsite along Little Granite Creek. Impacts to recreation would be low to moderate due to the remoteness of the area, although the road itself would intrude the recommended Gros Ventre Wilderness. Trucks and other vehicles would slightly disrupt moose habitat in the lower reaches of Little Granite Creek, but the route would avoid any elk calving areas. There would be only a minor incursion to the summer range of big game animals. Most residents of Jackson would never see the site, and contact between drilling crews and local citizens would be minimal. The drilling rig would be visible over a large area during the +12 months required to complete the operation. This is the result of the location of the rig on a high, open divide. Camouflage (paint) might mitigate the visual intrusion to some extent.*

A helicopter mobilization alternative for an exploratory well was studied by the USGS-FS as an alternative to Getty's conventional road access alternative. This option would result in high noise and visual impacts to the Little Granite area. Helicopter operations would disrupt recreational users and hunters, although their use of the area is low at present. This alternative, as in the case of the Little Granite road alternative, would intrude the recommended wilderness. The sight of helicopters would become virtually continuous in the sky for a period of +12 months, provided the well could be drilled with no complications. The large campsite, storage area, and drill rig would dominate the landscape during the term of operations. Wildlife might acclimate to the high noise levels because of the routine, corridorized flights.

Field development of the Little Granite anticline in the Bear Thrust Unit would produce high impacts on the present wilderness character of the area for 20 to 30 years. (The Wilderness Act of 1964 clearly recognized that this possibility could occur in some areas managed as wilderness and provided for this contingency.) Rooding of upland benches along the Gros Ventre Mountain front would create moderate to high visual intrusion; however, this could be mitigated to some extent by rehabilitation. Human impacts to the big game summer range would be moderate on elk populations but high on bighorn sheep. A mitigating factor is the restricted nature of the road access. Motor vehicles and movement of forest users (including those of oil and gas personnel) could be closely managed, as there would be only one road into the high country via Little Granite Creek. A permanent guard could easily control unauthorized use of the road by hunters, recreationists and 4-wheel drive enthusiasts. Moose wintering areas along the lower portions of Little Granite Creek might be disrupted by vehicles and trucks during development drilling and perhaps by maintenance crews.

Contributions to the Nation's Energy Needs

Based on what can be observed at the surface, and on evidence in hand (i.e., geologic mapping and seismic data), the inferred Cache Creek prospect is relatively smaller in size than the Bear Thrust prospect. Neither potential structure is within the Overthrust Belt. Both of these prospects lie in a strip of the Hoback Basin which was compressed between two opposing thrust sheets. Therefore, it is doubtful that drilling would discover stacked structures and very thick pay zones as in the case of typical Overthrust areas near Evanston, Wyoming (see further discussion in chapter II).

In the absence of Congressional authority to cancel the leases, the APD's which have been filed in connection with the leases involved in this EIS would be approved within a reasonable period of time subject to reasonable stipulations designed to prevent unnecessary or undue degradation of the environment.

The USGS-FS favor a limited approval approach (i.e., allow NCRA to drill one well and then reevaluate the situation). This type of approach is routinely applied to most oil and gas APD's. However, in the case of Cache Creek, detailed (or as detailed as possible) analysis of projected field development impacts has been performed by the USGS-FS. This additional analysis may have the effect of creating an atmosphere of optimism or pessimism in the minds of the proponents or opponents as to the outcome of the project.

The Game Creek route has many environmental advantages over the Cache Creek route proposed by NCRA. Estimated construction and reclamation costs for the Game Creek access (\$935,000) are not significantly greater than costs for the Cache Creek route (\$720,000). The difference in cost for constructing and reclaiming the two routes (\$215,000) is a small amount of money relative to the total cost of drilling the proposed exploratory well in the Cache Creek Unit (which will amount to several million dollars). The \$215,000 difference also does not include unknown costs for upgrading or repair of Jackson city streets, if the Cache Creek route were utilized. The Game Creek route could serve as long-term access to a developing well field; the Cache Creek route could not. A requirement for NCRA to use the Game Creek route over the Cache Creek route therefore seems reasonable to the USGS-FS and is recommended by both bureaus.

Bear Thrust Unit.—Getty's proposed wellsite lies within the recommended Gros Ventre Wilderness, which was recommended to Congress for inclusion into the wilderness system as a result of the RARE II program. The areas encompassed by the proposed wellsite and access road are currently managed as wilderness. The USGS-FS believe that after any oil/gas reserves were depleted (20 to 30 years) the effects of Getty's drilling on wilderness values and visual resources could be reduced with proper rehabilitation. The current undisturbed, remote, roadless character of the area would be altered, but it would affect very few people and generally avoid key wildlife habitat. Proper management of personnel involved with field development would mitigate or minimize most adverse impacts. After extraction of any oil/gas and rehabilitation, the area could again be managed as wilderness.

The Gros Ventre area has been managed as "de facto" wilderness for many years because of its unique scenic and wildlife attributes. Efforts were made to include this area into the Wilderness System after passage of the Wilderness Act of 1964, and prior to RARE I. During RARE I, the area was designated as Chief's Study Area No. 382 for possible inclusion into the Wilderness System. There were minimum conflicts between uses and users within the RARE I area. The FS recommended to the BLM that leases not be issued within this RARE I area until a wilderness decision was reached. The area was again studied under RARE II, and the wilderness boundaries were expanded from that studied under RARE I. Much of the acreage added in RARE II was encumbered by existing Federal oil and gas leases, whereas areas within the RARE I boundary had not been leased and rights conveyed to private companies. The Getty wellsite and the Bear Thrust Unit lie within this acreage added to the recommended Gros Ventre Wilderness as a result of RARE II.

Wilderness designation or recognition of an area has carried with it certain management direction. Every attempt has been made in the case of the recommended Gros Ventre Wilderness to limit surface disturbing impacts. If there is to be continued recognition of wilderness attributes, then there must be continued specialized management. The debate over roads versus no roads lies at the heart of many peoples' wilderness concerns. In addition, the question always arises, "Should a roadless area managed as wilderness be committed to wilderness before the area's mineral potential has been clearly established?"

Two alternatives for Getty's APD request were studied by the USGS-FS because of the wilderness management question: roading via Little Granite Creek and helicopter mobilization for the initial exploration well. The use of a road to accomplish proposed drilling in the Bear Thrust Unit is the conventional approach, and is clearly preferred by Getty. The most significant problems involve construction impacts on Little Granite Creek, reclamation of the road, and road scars which would persist as visual intrusions for many years.

Helicopter mobilization of oil and gas drilling would satisfy the intent of Section 4(d)(3) of the Wilderness Act of 1964 and allow Getty to exercise their drilling rights. It could accomplish exploration and initial inventory of the oil and gas resources with the least surface disturbance or disruption. Disturbed areas could be rehabilitated within a very short time because of the small acreage involved. (Development or extraction of resources is clearly another story, as roads would be required for access, pipelines, etc. The Wilderness Act and FS wilderness allocation process would allow for this contingency.)

Helicopter-assisted drilling is complicated, more expensive, and, as yet, untried in the lower 48 States. The helicopter option may be technically feasible if an onsite ground-water supply could be obtained to sustain drilling and camp operations. The potential financial impact to Getty could be very significant. Costs for drilling the well via helicopter mobilization (provided the onsite water source could be obtained) might range from 15 to 50 percent higher than for conventional drilling. This would depend on weather, geologic conditions, and other unknown engineering factors.

The helicopter mobilization alternative fully satisfies practically all of the evaluation criteria. On the other hand, while the road alternative may not fully satisfy as many criteria, it does fully or partially meet all of the USGS-FS objectives. It appears that with proper reclamation using techniques currently available there would be no long-term effects from the Little Granite road other than persistent road scars in the last mile below the wellsite. Reclamation of the road, in the event of a dry hole, would be expensive and involve significant effort, but appears to be something that could be fully accomplished except for the last mile.

The USGS-FS recommend use of the Little Granite Creek road access alternative for Getty's APD request. The technical and cost factors of this option are clearly understood. It is economically feasible and practical, and fully or partially meets all environmental criteria detailed in chapter VI of this EIS.

- h. Socioeconomic impacts (pros and cons of community development);
- i. National energy needs (contribution of potential oil and gas resources in the Bear Thrust Unit);
- j. Liability to the government (public) of nonapproval;
- k. Future conceptual exploration and/or development drilling;
- l. Krug Memorandum (appendix B, p. B-1);
- m. Exploration under the 1964 Wilderness Act.

E. PERMITS AND LICENSES

The proposed Cache Creek wellsite location is covered by oil and gas lease W-20066 issued by the Bureau of Land Management (BLM) of September 1, 1969. The lease included the following stipulations:

- a. Stipulation for Lands under Jurisdiction of the Department of Agriculture (standard resource protection);
- b. Jackson Hole Area Oil and Gas Lease Stipulation (requires unitization); and
- c. Special Stipulation (requires a plan of construction and development, approved by the FS, prior to any development).

The Cache Creek Unit Agreement maintained these stipulations.

The proposed Bear Thrust wellsite location is covered by oil and gas lease W-20472 issued by the BLM on October 1, 1969. The lease included the following stipulations:

- a. Stipulation for Lands under Jurisdiction of the Department of Agriculture (standard resource protection);
- b. Jackson Hole Area Oil and Gas Lease Stipulation (requires unitization);
- c. Special Stipulation (requires a plan of construction and development, approved by the FS, prior to any development); and
- d. Powersite Stipulation (provides for future power transmission needs).

The Bear Thrust Unit Agreement continued with these stipulations and added the following:

- a. Special Wildlife Habitat Stipulation; and
- b. Department of Energy Stipulation (provided that the lease is subject to the terms and provisions of Section 302 of the DOE Organization Act).

Copies of these stipulations and the Krug Memorandum are included in appendix B. The Krug Memorandum is a Secretarial order which requires lessees to unitize in the Teton National Forest before submitting any drill requests. It also contains additional provisions for environmental protection. Complete copies of the two unit agreements and of leases W-20066 and W-20472 are available for public review at repository locations listed in appendix C.

Both companies would be required to obtain water use permits from the Wyoming State Engineer for their drilling water. NCRA would need to obtain permission from the Jackson Town Council if they were to use the Cache Creek access route; if NCRA were to use the Game Creek alternative, a right-of-way from the State of Wyoming (Game and Fish Department) would be required.

F. BASELINE DATA STUDIES AND OTHER REPORTS

A series of reports was prepared by Government personnel and private consultants to analyze and document various aspects of the Cache Creek-Bear Thrust EIS. The reports cover environmental, engineering, and legal issues. A complete restatement of these reports is beyond the scope of the EIS. This would not comply with instructions from the Council on Environmental Quality (CEQ) to keep EIS's short and to the point. Appendix C contains a listing of the reports by author and title and provides addresses and visiting hours of repository locations where supplementary reports can be reviewed by the public. These reports were used to develop chapters II, V, and VI of this EIS and are hereby incorporated by reference.

APPENDIX B

(F.R. Doc. 47-8091; Filed, Aug. 29, 1947; 8:47 a.m.) (Fed. Reg. - p. 5860)

Office of the Secretary
Jackson Hole, Wyoming, Area

MEMORANDUM REGARDING OIL AND GAS LEASES

Memorandum to: the Director, Bureau of Land Management, and the Director, Geological Survey, from: The Secretary of the Interior.

After conferring with proponents and opponents of oil and gas development in the Jackson Hole area of northwestern Wyoming, I have concluded that unit plans may be approved, oil and gas leases issued, and drilling authorized on lands in the Teton National Forest south of the 11th Standard Parallel, exclusive of lands lying within the Teton Wilderness Area south of said parallel, subject to the following conditions:

1) No unit plan will be approved unless the Geological Survey reports that the structural conditions are such as to warrant the belief that the lands included therein may contain oil or gas. Prior to such approval copies of the proposed unit plan will be submitted to all interested agencies of this Department, as well as to the Forest Service, Department of Agriculture, for recommendations as to stipulations or conditions which it is felt should be incorporated into that plan.

2) Prospecting and development under an approved unit plan shall not be permitted until all lands within the area are made subject to the unit plan unless a determination shall be made by the Secretary or his representative that the unit operator has made every reasonable effort to unitize all lands and the uncommitted land is insufficient in amount or so located that the orderly development of the unit area will not be adversely affected. If any part of the geological structure is located on Federal lands which are within the Jackson Hole National Monument, the Teton Wilderness Area, or which are otherwise unavailable for leasing, a unit plan for the remaining available acreage on the structure will not be approved unless the Geological Survey reports that oil or gas development, limited to the available lands, is in the best interests of the United States.

3) All leases shall provide that no drilling will be authorized except under an approved unit plan.

4) All leases and all unit plans for lands within the area must contain a provision vesting in the Secretary of the Interior or his duly authorized representatives, control over the rate of prospecting and development, including, in particular, the spacing of wells and such other conditions as may be deemed necessary in any case for the protection of the wildlife or scenic values within the area.

The lands north of the area defined herein shall continue to be temporarily withheld from leasing under the oil and gas provisions of the Mineral Leasing Act, unless the lands in T. 45 N., R. 113 W., 6th P.M., Wyoming, outside the Jackson Hole National Monument and outside the Teton Wilderness Area, are deemed necessary to establish or complete a logical unit area.

J. A. Krug

August 15, 1947

Secretary of the Interior

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

JACKSON HOLE AREA OIL AND GAS LEASE STIPULATION

The lands embraced in this lease being within the area designated in the memorandum of August 15, 1947, by the Secretary of the Interior ("Oil and Gas Leases in the Jackson Hole, Wyoming, Area"; Federal Register, August 30, 1947, page 5859), which specifies the general condition under which the unitized development of the oil and gas resources is authorized, the lessee hereby agrees:

- 1) To drill only such wells on the leased land as may be authorized by the Secretary of the Interior under an approved unit plan; to drill no well within 1,250 feet of any public road on or adjacent to the leased land without the consent of the Secretary of the Interior first had and obtained; to refrain from defacing, injuring, or destroying trees, shrubs, or natural features, or removing same outside of the authorized work limits or pipeline and road rights-of-way as established pursuant to, or revised in accordance with, the unit plan. After designation of the authorized work limits by the Secretary of the Interior or his representatives, lessee shall mark such limits by some acceptable visual means. The location of camps, storage, parking of equipment, and storage of materials shall be confined within the authorized work limits. Sludge or other waste by-products from drilling or operations shall be so confined or disposed of that they do not destroy scenic values or wildlife or pollute streams.
- 2) To remove at the termination of drilling operations, all camps and buildings not essential to a continuing operation of any well, and to fill all sump holes, ditches, and other excavations, remove or cover all debris, and to restore the sites to a neat and presentable condition appropriate to the surrounding landscape, and, upon partial or total relinquishment, cancellation or expiration of this lease as to that part of the leased land to which his rights have terminated, so far as reasonably possible, to restore the surface of the leased land to its former condition to the extent deemed necessary by the Secretary of the Interior and the Regional Forester, U.S. Forest Service, Ogden, Utah, or their authorized representatives.
- 3) To keep to an absolute minimum the number of access, tote roads and other travelways necessary to conduct to lessee's operations, the location of which shall be designated by the Supervisor prior to the time of their construction. Access to existing public highways shall be determined by the Supervisor at such points on the highways with due regard for sight distance restrictions, safety, or scenic considerations. The location, alignment and cross-section of all roads constructed for the convenience of lessee's operations, shall be such that after discontinuance of use, they can be obliterated and the area over which they traverse can be restored to its original condition. All types of roads constructed for operation uses shall, at the termination of these uses be obliterated where required and the area over which they traversed restored in such a manner that revegetation will be encouraged. All roads constructed for operational purposes are to be

considered as private roads and the erection of signs, locked gates, or other devices that may be required, at the discretion of the Supervisor, to discourage or prevent their use by the public shall be constructed and maintained by the lessee.

- 4) To protect the scenic and aesthetic values of roadsides, waterfronts, and recreation area zones as far as possible consistent with the authorized use in connection with construction, operation and maintenance facilities.
- 5) To conduct operations in a manner that will offer the least possible disturbance to wildlife on or adjacent to the leased land; to exercise no methods of control or interference with such wildlife without authority first obtained from the authorized representative of the Secretary of the Interior and/or the State Game and Fish Commission; to make no claim against the Government or the State on account of damage by such wildlife to improvements placed on the leased land.
- 6) To observe and comply with all State and Federal laws and regulations relating to wildlife and to take such action as is necessary to assure observation and compliance with these laws and regulations by lessee's employees and agents.

As to any land within the Cache Creek Municipal Watershed, the lease will contain the following additional stipulation:

- 7) To comply with plans heretofore made through agreement with the Forest Service and the Town Council of Jackson, Wyoming, for the protection from pollution of the municipal water during the term of this lease or any extension thereof.

Form 100-1
June 1942

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

STIPULATION FOR LANDS UNDER JURISDICTION OF DEPARTMENT OF AGRICULTURE*

The lands embraced in this lease or permit being under the jurisdiction of the Secretary of Agriculture, the lessee or permittee hereby agrees:

1. To conduct all operations authorized by this lease or permit with due regard for good land management, not to cut or destroy timber without first obtaining permission from the authorized representative of the Secretary of Agriculture, and to pay for all such timber cut or destroyed at the rates prescribed by such representative, to avoid unnecessary damage to improvements, timber, crops, or other cover, unless otherwise authorized by the Secretary of Agriculture, not to drill any well, carry on operations, make excavations, construct tunnels, drill, or otherwise disturb the surface of the lands within 200 feet of any building standing on the lands and whenever required, in writing, by the authorized representative of the Secretary of Agriculture to fence or fill all sump holes, ditches, and other excavations, remove or cover all debris, and so far as reasonably possible, restore the surface of the lands to their former condition, including the removal of structures as and it required, and when required by such representative to bury all pipelines below plow depth.

2. To do all in his power to prevent and suppress forest, brush, or grass fires on the lands and in their vicinity, and to require his employees, contractors, subcontractors, and employees of contractors or subcontractors to do likewise. Unless prevented by circumstances over which he has no control, the lessee or permittee shall place his employees, contractors, subcontractors, and employees of contractors and subcontractors employed on the lands at the disposal of any authorized officer of the Department of Agriculture for the purpose of fighting forest, brush, or grass fires on or originating on the lands or on adjacent areas or caused by the negligence of the lessee or permittee or his employees, contractors, subcontractors and employees of contractors and subcontractors, with the understanding that payment for such services shall be made at rates to be determined by the authorized representative of the Secretary of

Agriculture, which rates shall not be less than the current rates of pay prevailing in the vicinity for services of a similar character. *Provided* that if the lessee or permittee, his employees, contractors, subcontractors, or employees of contractors or subcontractors, caused or could have prevented the origin or spread of said fire or fires, no payment shall be made for services so rendered.

During periods of serious fire danger to forest, brush, or grass, as may be specified by the authorized representative of the Secretary of Agriculture, the lessee or permittee shall prohibit smoking and the building of camp and lunch fires by his employees, contractors, subcontractors, and employees of contractors or subcontractors within the area involved except at established camps, and shall enforce this prohibition by all means within his power. *Provided* that the authorized representative of the Secretary of Agriculture may designate safe places where, after all inflammable material has been cleared away, campfires may be built for the purpose of heating lunches and where, at the option of the lessee or permittee, smoking may be permitted.

The lessee or permittee shall not burn rubbish, trash, or other inflammable materials except with the consent of the authorized representative of the Secretary of Agriculture and shall not use explosives in such a manner as to scatter inflammable materials on the surface of the lands during the forest, brush, or grass fire season, except as authorized to do so or on areas approved by such representative.

The lessee or permittee shall build or construct such fire lines or do such clearing on the lands as the authorized representative of the Secretary of Agriculture decides is essential for forest, brush, and grass fire prevention which is or may be necessitated by the

* This form of stipulation may be used in connection with leases and permits issued under the Acts of February 28, 1920, as amended, 30 U.S.C. 281-284, August 1, 1947, 30 U.S.C. 271-274, February 7, 1942, as amended, 30 U.S.C. 281-284, April 17, 1926, as

amended, 30 U.S.C. 271-274, June 28, 1944, 48 Stat. 481-485, September 1, 1949, 30 U.S.C. 1920, June 3, 1949, 30 U.S.C. 908b, or under the authority of any of the Acts cited in Section 402 of the President's Reorganization Plan No. 3 of 1946, 3 U.S.C. 1335-1b, Note.

exercise of the privileges authorized by this lease or permit, and shall maintain such fire tools at his headquarters or at the appropriate location on the lands as are deemed necessary by such representative.

(3) In the location, design, construction, and maintenance of all authorized works, buildings, plants, waterways, roads, telegraph or telephone lines, pipelines, reservoirs, tanks, pumping stations, or other structures or clearance, the lessee or permittee shall do all things reasonably necessary to prevent or reduce to the fullest extent scarring and erosion of the lands, pollution of the water resources and any damage to the watershed. Where construction, operation, or maintenance of any of the facilities on or connected with this lease or permit causes damage to the watershed or pollution of the water resources, the lessee or permittee agrees to repair such damage and to take such corrective measures to prevent further pollution or damage to the watershed as are deemed necessary by the authorized representative of the Secretary of Agriculture.

4. If it is the opinion of the authorized representative of the Secretary of Agriculture, the lands are valuable for watershed protection, the lessee or permittee shall provide for control of surface runoff and return the affected area to as productive condition as practicable.

(5) To pay the lessor or permitter or his tenant or the surface owner or his tenant, as the case may be, for any and all damage to or destruction of property caused by the lessee's or permittee's operations hereunder; to save and hold the lessor or permitter or the surface owner or their tenants harmless from all damage or claims for damage to persons or property resulting from the lessee's or permittee's operations under this lease or permit.

(6) To recognize existing uses and commitments, in the form of Department of Agriculture grazing, timber cutting, and special use permits, water developments, ditch, road, trail, pipeline, telephone line, and fence rights-of-way and other similar improvements, and to conduct his operations so as to interfere as little as possible with the rights and privileges granted by these permits or with other existing uses.

(7) To install and maintain cattle guards to prevent the passage of livestock in any openings made in fences by the lessee or permittee or his contractors to provide access to the lands covered by this lease or permit for automotive and other equipment.

(8) If lessee or permittee shall construct any camp on the lands, such camp shall be located at a place approved by the authorized representative of the Secretary of Agriculture, and such representative shall have authority to require that such camp be kept in a neat and sanitary condition.

(9) To comply with all federally-approved rules and regulations of the Secretary of Health, Education, and Welfare governing the emission of pollutants into the air from activities which are embraced in this lease or permit.

(10) To comply with all the rules and regulations of the Secretary of Agriculture governing the national forests or other lands under his jurisdiction which are embraced in this lease or permit.

(11) Unless otherwise authorized, prior to the beginning of operations to appoint and maintain at all times during the term of this lease or permit a local agent upon whom may be served written orders or notices respecting matters contained in this stipulation, and to inform the authorized representative of the Secretary of Agriculture, in writing, of the name and address of such agent. If a substitute agent is appointed, the lessee or permittee shall immediately so inform the said representative.

(12) To address all matters relating to this stipulation to

at

who is the authorized representative of the Secretary of Agriculture, or to such other representative as may from time to time, be designated, provided that such designation shall be in writing and be delivered to the lessee or permittee or his agent.

NOTE: NCRA lease W-20066 was issued with Form 3109-3 (October 1970) and Getty lease W-20472 included Form 3109-2 (October 1964). Both earlier versions of this stipulation have the same text except for rewording of section (4) of the example presented.

Signature of Lessee

DDO 101-12A

SPECIAL STIPULATION

The lessee will not undertake any drilling, construction of roads or pipelines, or any other activity which involves removal of vegetation until a plan of construction and development has been approved by the Forest Service representative. Such approval may be conditioned on reasonable requirements to prevent erosion, water pollution, or damage to surface resources and to provide for restoration of the surface.

APPENDIX D

MITIGATING MEASURES TO MINIMIZE SOIL DAMAGE ALONG
ROAD CORRIDORS AND PAD LOCATIONS

GAME CREEK-CACHE CREEK ROUTE (See fig. app.-D-1.)

General Mitigating Measures

1. The planned design of a narrow road about 14 feet wide is one of the more significant mitigating measures to reduce soil disturbance.
2. Seeding and mulching of all disturbed areas, other than exposed bedrock, will stabilize those sites from erosion and reduce visual impacts. All slopes that are 1:1 or flatter will be seeded. Steeper slopes should only be designed for bedrock cuts where no revegetation is planned.

Station 0+00 to 163+00

The most significant problem to be mitigated along this road section that parallels Game Creek is to keep sediment from the road from entering the creek. In some places the creek is up to several hundred feet from the road and has a more than adequate vegetated buffer strip. In a number of other places the stream meanders very close to the road alignment and has an inadequate vegetated filter strip if runoff from the road is discharged on those areas. It appears that, in most cases, runoff from the road can be carried from sections with inadequate buffering to areas with wide buffer strips and discharged there. This will require on the ground design to specify the locations for sediment discharge.

Placement of fill into the creek channel should be avoided if at all possible. Any fill placed in the creek channel should be protected with riprap.

Station 163+00 to 177+90

The route crosses wet alluvium on Game Creek and parallels the edge of the wet bottomland. Disturbance to the wetland area can be avoided by building the road over a base of coarse rock placed on the alluvium. Drainage from the road should be carried away from stream channels and beaver ponds and discharged in vegetated buffer strips.

Station 177+90 to about 192+00

The road closely parallels a spring-fed stream in the bottom of a narrow, steep-sided drainage. It will be very difficult to avoid sedimentation of the spring-fed stream without piping the spring to Game Creek.

Placement of the road higher on the slope will increase cutting and filling and result in greater sediment production which will probably offset any increase in vegetated buffer width.

If the road is built on the toeslope near the stream, the drainage from the lower few hundred feet of the road could be carried down the road ditch and

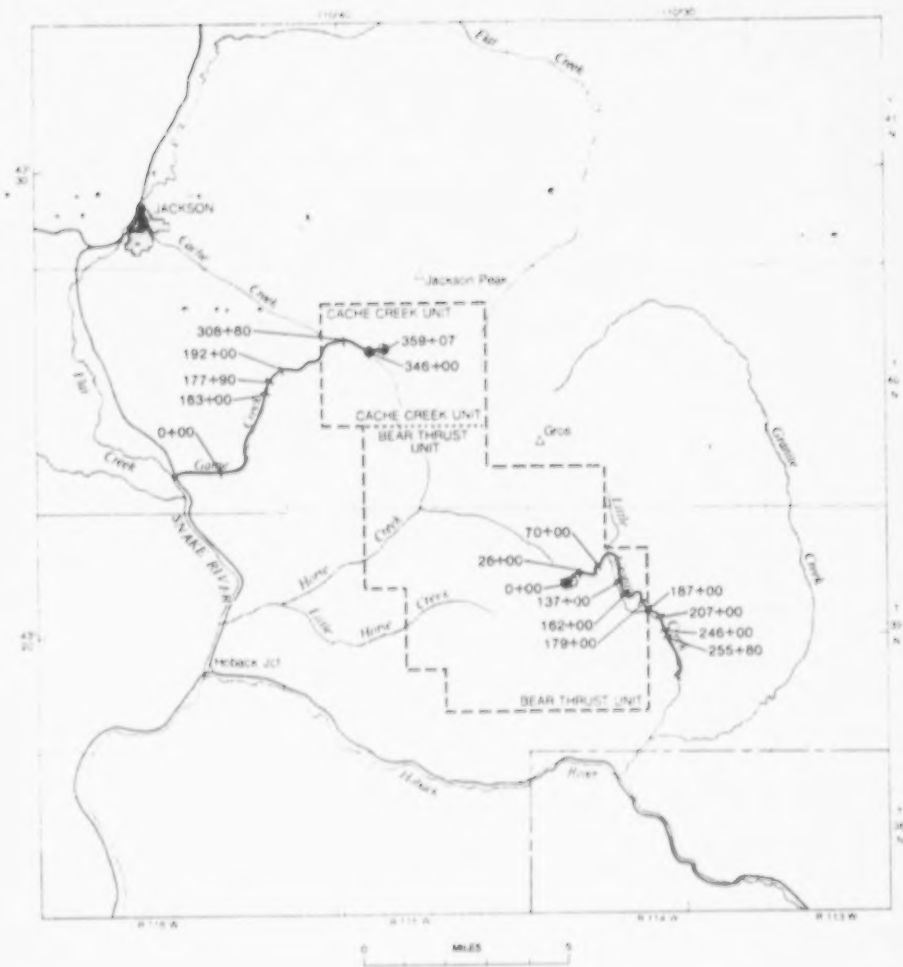


Figure App.-D-1.--Soils stipulations map showing specific mileage along proposed routes.

discharged on the Game Creek bottomland where a wider buffer occurs. Drainage from the upper part of this road section can be discharged on the wider parts of the minimal buffer that can be maintained along the stream. Small sediment basins could be used at culvert outlets if there is enough space for them. Sediment control will require specialized design in this area.

Station 192+00 to 308+80

No special mitigation measures recommended. Normal road drainage will handle erosion.

Station 308+80 to 346+00

The most significant problem to be mitigated along this road section that parallels Cache Creek is to keep sediment from the road from entering Cache Creek.

In some places the creek is over 100 feet from the road and has an adequate vegetated buffer strip. In a number of other places the stream meanders against the road alignment and has no vegetated buffer strip.

In the places where the creek is now against the existing road that needs to be widened, at least two alternatives exist for mitigation of impacts by the road:

1. The road can be widened by end hauling the excavated material. Cutslope height and difficulty of revegetation will be increased by this alternative.
2. If the existing roadbed is to be widened toward to creek, large clean rock should be placed in the creek and a roadbed of finer material built on top of the rock base. Any constrictions or changes in the creek channel resulting from such construction will need to be looked at from a hydrologic point of view to determine the long-term effects on stream-bank erosion.

Runoff from the road should not be discharged on areas where there is no buffer or a very narrow buffer between the road and creek. The road drainage should be carried to areas where there is an adequate buffer along the creek. This will require on the ground design to place the cross drainage in the most suitable locations.

Approximately station 346+00

A small unstable spot occurs on the old roadbed. In order to keep fill from a reconstructed road from sliding into Cache Creek, the area that has slid out should be backfilled with large rock starting at the edge of the creek and continuing up to the level of the roadbed in order to buttress the unstable spot.

Station 346+00 to 359+07

No special mitigation measures recommended. Normal road drainage practices will handle erosion.

LITTLE GRANITE CREEK ROUTE (See fig. app.-D-1.)**Station 0+00 to 26+00**

No special mitigating measures recommended. Normal road drainage practices will handle erosion.

Station 26+00 to 70+00

Road alignment crosses unstable area. Mitigating measures for reducing effects of the road on the unstable soils are:

1. Investigate feasibility of making minor adjustments in the road alignment to take advantage of gentle spots on the slope and reduce cutting and filling.
2. Provide drainage in wet spots.
3. Flatten cutslopes in wet spots.
4. Place rock buttresses on deep cuts in landslides.

Station 70+00 to 137+00

No special mitigation measures recommended. Normal road drainage will handle erosion.

Station 137+00 to 162+00

A few wet spots and small pothole ponds located along this section should not be encroached upon.

Station 162+00 to 179+00

Intensive cross drainage will be needed to dissipate runoff from these two switchbacks.

Station 179+00 to 187+00

Road cross drainage should be placed so that it isn't discharged into stream channels that are adjacent to the road.

Station 187+00 to 207+00

Some spots of unstable soils occur along this section. Mitigating measures for reducing the effects of the road on the unstable soils are:

1. Align road on benchy parts of slope to reduce cutting and filling.
2. Provide drainage in wet spots, flatten cutslopes in moist unstable spots.
3. Place rock buttresses on deep cuts in unstable spots.

Station 207+00 to 246+00

No special mitigation measures recommended. Normal road drainage will handle erosion.

Station 246+00 to 255+80

A series of small switchbacks will disturb a sizeable area on the slope just above Little Granite Creek. Intensive drainage will be needed on the road to handle runoff from the switchbacks, and a sediment basin may be needed between the switchbacks and the creek.

Station 255+80 to 308+88

The most significant problem to be mitigated along this long road section that parallels Little Granite Creek is to keep sediment from the road from entering the creek. In some places the creek is 100 feet or more from the road and has a more than adequate vegetated buffer strip. In a number of other places the stream meanders very close to the road alignment and has an inadequate vegetated filter strip if runoff from the road is discharged on these areas. It appears that, in most cases, runoff can be carried from sections with inadequate buffering to areas with wide buffer strips and discharged there. This will require on the ground design to specify the locations for sediment discharge.

Placement of fill into the creek channel should be avoided if at all possible. Any fill placed in the creek channel should be protected with riprap.

DRILL PADS (CACHE CREEK AND LITTLE GRANITE CREEK)

Stockpile at least 1 foot of topsoil for future reclamation.

APPENDIX G
ROADING GUIDELINES
FOR OIL AND GAS
EXPLORATION AND DEVELOPMENT
ON NATIONAL FOREST LANDS

Prepared by _____
Forest Engineer

_____ Date

Approved by _____
Forest Supervisor

_____ Date

Prepared By
Bridger-Teton National Forest
1980

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INTRODUCTION

The Bridger-Teton National Forest contains a wide variety of environmental units, ranging from the semi-arid foothills to the plush mountain meadows and high alpine peaks. Underlying the Forest are an abundance of mineral deposits, including coal, oil, gas, uranium, precious metals, and other marketable minerals. The activities of locating and developing these resources has the possibility of creating surface disturbances in virtually every section of the Forest.

The efforts to locate still undeveloped mineral resources and to further identify the limits of known reserves is accelerating with the ever increasing demands for energy fuels. These guidelines detail the requirements of oil and gas enterprises requiring use of the existing Forest Development Road system or construction and reclamation of roads to presently inaccessible areas. Through proper application of the guidelines, the exploration and development of oil and gas reserves can be accommodated with minimal environmental impacts.

THIS DOCUMENT SUPERCEDES THE BRIDGER-TETON INTERIM ROAD STANDARDS PREPARED AND RELEASED FOR USE ON 10-12-77.

The drawings and standard plans attached to these guidelines are to be used in the design where appropriate.

APPLICABLE ROAD STANDARDS

The primary road access that an operator will be using will be either a Forest arterial, collector, or local road, or combination of these. In most cases, the actual work site will be some distance removed from the nearest road. The operator may gain access to the work site by locating, designing, and constructing a "temporary road" from a Forest development road to the work site.

The existing Forest roads are usually inadequate to facilitate the type and volume of traffic required for exploration and/or development of oil or gas reserves. Prior to use by an operator, the road must be upgraded at the operator's expense to a standard compatible with the proposed road use and Forest road classification.

FOREST DEVELOPMENT ROADS

Arterials - A Forest arterial shall be a double-lane, graded, drained, and surfaced road. The roadbed shall be crowned on tangents and super-elevated on curves. The traveled way shall be between 20 and 24 feet in width, depending on the total anticipated traffic and environmental considerations on a site specific basis. The minimum surface depths on all roads shall be four inches of crushed aggregate base or six inches of pit run gravel. The typical cross section for a double-lane road is as shown in the "typical sections." Culverts or bridges shall be installed at all minor stream crossings.

Collectors - A Forest collector shall be either a 14 foot single-lane road with turnouts or a 20 to 24 foot double-lane road. The anticipated traffic volumes will be the basis for determination of the particular standard for a

specific road. In many instances, the operators proposed additional traffic will be sufficient to require upgrading the existing road to a higher standard. If the projected average daily traffic (public, commercial, administrative, operator) exceeds 100 vehicles per day, a double-lane facility will be required.

Locals - A Forest local road shall be a 14 foot wide single-lane road with intervisible turnouts.

Before construction, the Forest Service will determine if the road will be obliterated and reclaimed at the completion of the exploration work, assuming a dry-hole is encountered, or whether it will be retained by the Forest Service and added to the Forest Development Transportation System. -In the latter instance, the road will be constructed with turnouts. However, if it is not to be retained, it may be constructed without turnouts depending on the operator's proposed activities and Forest Service recommendations as to management.

TEMPORARY ROADS

The term "temporary road" should not be interpreted to imply a lesser standard of construction. "Regional policy is to require that road access to drill sites be properly located, designed, constructed, and maintained by the leasee and/or drilling operator." Such things as Forest Service directional signs, bridge guardrails, and reduced numbers of turnouts (with appropriate management guidelines) can be designed. A temporary road will be obliterated, if the hole is dry, to requirements that will be described in the EA process.

PERIOD OF USE

The complexities of drilling in the overthrust require that the design of roads accommodate all seasons of use unless the operator is willing to accept road closures due to weather. This means designing roads for all-weather access from frost heave to wet soils to dry conditions. The surfacing requirements on any road used by the operator will be dependent upon the type of soils on which the road is constructed. If snow removal will be required on graveled surfaces, additional thickness for anticipated loss must be included.

ROAD LOCATION

Access to work sites may require the construction of temporary roads and/or reconstruction of Forest Development Roads. Proper initial location of these roads will expedite approval of operator's lease or permit. Some of the factors which must be considered during location are:

Environmental Considerations - Select wildlife habitat, riparian zones, unstable soil areas, threatened and endangered plant locations, side slopes over 40 percent, wetlands, archaeological sites, and watershed areas should be avoided when possible during location studies.

Geotechnical Considerations - Unstable areas, potentially unstable areas and areas showing evidence of high moisture or free water should be identified and avoided. Soil classification samples should be collected and processed during

this period for future road surfacing determinations. Aggregate sources should be identified, tested, and mapped. Roadway excavation areas should be tested to determine the steepest stable cut slopes that could be constructed.

Geometric Considerations - The geometric standards for each particular road must be considered during location. The standards are shown in Table III.

PRELIMINARY SURVEYS

The preliminary survey shall closely traverse along a line previously flagged by the operator and approved by the appropriate Forest Service representative. Certain areas such as benches, wet areas, etc. may require exact conformance to flagged lines. Bisecting cross sections shall be taken at breaks in terrain, drainage areas and at 100 foot intervals sufficiently wide to cover the entire clearing limits of the future road. Complete terrain cover, drainage systems, soil type, and land ownership shall be noted during P-Line Survey. A complete site survey shall be made at each major stream crossing. Any existing facilities, either operating or abandoned, crossed by the P-Line shall be documented by station and orientation. Examples are powerlines, pipelines, roads, trails, fences, etc.

The class of survey required shall be defined by the Forest Service Engineer.

DESIGN

Roads shall be designed by or under the direct supervision of a Registered Professional Engineer. As in survey, design standards and techniques should be modified to be consistent with the prescribed end product. Techniques may vary from (1) a full design with complete plans and profiles, (2) a line diagram and typical cross section, and (3) field staking of drainage facilities or spot surfacing along a generally acceptable in-place facility.

General geometric design criteria are shown in Table III.

Roads should be designed with the purpose of fitting the roadway to the terrain. This procedure will result in minimized earthwork and disturbed area. The designer shall attempt to create a balanced earthwork project, thus avoiding borrow areas and waste areas. Special care must be taken to compensate for the incremental grade on all switchbacks by holding a maximum centerline grade of four percent throughout the length of the switchbacks.

Slope Selection - The cut and fill slopes shown in Table II, should be used as a guide only. The slopes shall be adjusted to uneven ratios in transition sections to prevent a zigzag appearance at the slope catch points. The top of cut or toe of fill line should be a smooth line with gentle curves. Slope ratios shall not exceed the maximum stable slope as determined by the geotechnical investigation. In areas where cut or fill will be the construction method, cross sections will be required in the plans.

TABLE III
 Guide for Minimum Geometric Design Standards
 for
 Oil and Gas Roads
 (FDR and Temporary Roads)

	Single Lane Roads			Two Lane Roads		
	Less Than 100			Less Than *250	250-500	Over 400
Anticipated ADT	10	15	20	30	30	30
Design Speed	10	15	20	30	30	30
Horizontal Curvature	58°	53°	29°	15°	15°	15°
Radius	75 ⁺	100	200	380	380	380
Traveled Way	14	14	14	20-24	20-24	24
Super-elevation	Remove crown			AASHO Blue Book Guides		
Runoff Distance	50					
Crown (Graveled)	Outsloped 2%			2%		
(Paved)				2%		
Stopping Sight Distance	50	85	120	200	200	200
Maximum Grade	8%			8%		
Maximum Pitch	10% for 500'			8%		
Turnout Spacing	Intervisible 1/			Not Required		
Drainage Dip or Culvert Spacing	D = 300/p 0.40 *			- - - -		
Curve Widening	400/R			400/R		

* D is the distance in feet between installations.

P is the road grade in percent.

⁺ Unless specifically approved on a site specific basis, the minimum radius of curvature shall be not less than 75 feet.

1/ Intervisible unless EA process, management concerns, or terrain features dictate otherwise.

TABLE II

Cut and Fill Selection Table

Height	Slope Ratio
0-5	3:1
5-10	2:1
Over 10	1½:1

Pavement Structure - The type and amount (depth) of road surfacing shall be determined by the engineer through a procedure based on projected traffic loadings, bearing capacity of the subgrade soils, and the anticipated loss due to traffic use and maintenance. A further factor which is to be considered is the time period in which the operator will be using the road. Section Period of Use of this document defines the consideration which must be given this factor. The surfacing analysis shall be documented and shall become a part of the "road package" submitted to the Forest Service for review and concurrence. If the minimum surfacing as stated under Forest Development Roads, page 2, for arterials is used, documentation of this determination is not required.

An acceptable analysis may be as simple as comparing like soil types and structure depths (that are based on firm data from previous projects) to full laboratory analysis of subgrade materials using California Bearing Ratio (CBR) or R value tests. The level of analysis should be that necessary to assure the pavement structure depths will support the type of vehicle and volume of use anticipated. The depth of rock courses can be varied along the road to accommodate changes in subgrade bearing capacity.

Traveled Way Width - The width of the traveled way, i.e., the lane width plus shoulder width, is determined from Table III. Accurate traffic projections combined with the design speed of the facility are the determining factors for traveled way widths. The operator should establish the factors even prior to the time when road location efforts are undertaken, and review with and receive concurrence from the Forest Engineer prior to proceeding with the work. This information must be included in the road package when submitted to the Forest Service for review.

Curve widening shall be applied to the traveled way widths as required to accommodate the tracking characteristics of the design vehicle. The design vehicle shall be that vehicle commonly referred to as 3-3 or WB-50.

Clearing - Selective clearing may be required during earthwork to remove trees damaged by the construction, particularly large trees at the top of cut slopes whose root systems protrude into the excavation zone. Care shall be exercised to prevent marring of trees by equipment or rock. The oil company will buy all timber on the road R-0-W.

All cleared material shall be disposed of through methods approved by the Forest Service. Methods which may be approved are burning, burying outside

the construction limits, decking of material for removal by the public for firewood, chipping, sale of merchantable timber to a mill, or other appropriate means as suggested by the operator. The method to be utilized shall be identified in the construction plans and specifications.

Drainage - Permanent drainage structures shall be installed to protect the road and adjacent watershed. Single lane roads shall have, as a minimum, armored drainage dips constructed in the roadbed to prevent water from channeling the road surface. Bridges, or occasionally culverts, shall be installed at all live stream crossings. Low water crossings may be constructed in low flow drainages where stream and roadway geometrics permit. Culvert cross-drains shall be installed in all double-lane roads (drainage dips shall not be constructed on double-lane roads). They shall be located to accommodate natural drainage patterns and as ditch relief pipes. Culvert inlet basins will be required to install ditch relief pipes. The inlets shall have metal end sections and occasional elbows to provide proper installation. These pipes will extend to the toe of the fill slopes and erosion control devices or energy dissipators shall be utilized at the outlets.

Dips will be designed so that it will be apparent at the time the road is maintained that the dip is a permanent necessary feature of the road and is not an irregularity that can be smoothed out with a grader. Dips must be designed and not added as an afterthought. Slopes at the discharge point may need protection and should be greater than the slope of the road to prevent dip from filling with silt.

Where large natural drainage systems are encountered, a complete hydrological study of the system must be performed to predict the anticipated runoff.

As a minimum, culverts shall be designed for a 10-year flood (flow of 10-year recurrence interval) without a head at the entrance. They should also be designed to carry a 50-year flood without exceeding the allowable headwater. The allowable headwater is the maximum water elevation for which the resulting flood damages are considered to be acceptable. Major culverts (end area greater than 35 square feet) and minor bridges (spans on the order of 30 feet or less) should be designed for a 20-year flood and checked for a 50-year flood. All other bridges should be designed to pass a 50-year flood and checked for a 100-year flood.

The hydrological study shall be included in the road package upon submittal to the Forest Service for review and concurrence. After the road design is approved, 5 copies of the plans will be prepared and given to the Forest Service.

CONSTRUCTION

Staking - Construction controls will be staked on the ground for all roads. Staking will be in accordance with standard practices and include a marked centerline, P.I.'s, clearing limits, cut and fill stakes, drainage structures, and reference hubs. The degree of construction staking will be determined by the Forest Service engineer. Minimum staking should include a referenced centerline, staked culverts and dips, and the cut catch point on slopes over 40 percent. Construction staking shall be done as described in Forest Service Standard Specifications for Roads and Bridges. NO WORK SHALL COMMENCE UNTIL FOREST SERVICE APPROVAL OF CONSTRUCTION STAKING IS COMPLETED.

Quality Control - The operator has the responsibility to ensure that each road is constructed according to plans and specifications approved by the Forest Service. Forest Service Standard Specifications for the Construction of Roads and Bridges shall be utilized to establish and maintain construction standards. Copies are available from the Forest Supervisor's Office. The degree of construction control should complement the survey and design methods utilized. Lower standard surveys and designs may require more intensive construction engineering to assure an acceptable end product.

The Forest Service will make periodic inspections to ensure that each road is properly constructed, at which time control test and charts maintained by the operator shall be made available for review. This shall include density tests, aggregate gradations, photographs showing construction techniques, daily diaries, etc.

The normally accepted tolerances between the designed and constructed road are as shown in Forest Service Standard Specification 203.

Tolerances should be indicated on the project plans.

Conservation of Topsoil - There may be instances where, in specific locations, topsoil stockpiling may be required. In general, it will not be required for roads. Topsoil quantities will be considered in earthwork quantities.

ROAD MAINTENANCE

The lessee's Operations Plan shall include a maintenance plan for all roads constructed or used by the lessee.

Users of Forest Development Roads shall pay their fair share of maintenance costs, and use of Forest roads will be approved by Forest Service road permits. This includes roads which lead to the area where additional access is needed. Lessees may either perform actual maintenance activities or pay cooperative deposits as the Forest Service approves. Before a bond release is signed, all road damage caused by the user shall be repaired in a manner approved by the Forest Service.

The maintenance plan should have definite provisions for preventing undercutting of cut banks and the unnecessary removal of established stabilizing vegetation on fill side of road (operators should be given special instructions).

OBLIERATION OF TEMPORARY ROADS

Upon abandonment and prior to when a bond release is signed, temporary roads shall be obliterated. All or part of the obliteration techniques that follow could be used depending on the EA direction. Obliteration shall commence by stripping the gravel course from the roadway surface by means of a scraper or by windrowing with a motor patrol and removal with a loader and trucks. The gravel may be stockpiled on the Forest at approved sites. After stripping the ground, obliteration shall consist of rough grading, ripping or scarifying, cross ditching, and opening drainages to prevent erosion and encourage revegetation. The work shall not commence until after the temporary road is no longer needed to serve traffic.

After rough grading and ripping have been completed, the abandoned roadway shall be cross ditched.

Live streams and other drainages shall be opened by removing the abandoned structures and grading the approach fills so they will not impair the stream flow.

Abandoned structures shall be disposed of in agreed locations.

All obliterated areas shall be revegetated by applying seed and fertilizer mixtures as approved by the Forest Service.

Roadways to be obliterated in high scenic quality areas will require more intensive procedures than those described above and may include such work as refilling cut slopes, removing fills, transplanting trees and shrubs, and other techniques deemed necessary to completely restore the area.

Culverts, bridges, construction signs and other materials furnished by the operator will remain the property of the operator on obliterated roads.

PROVISIONS FOR THE CONSTRUCTION OF OIL & GAS
WELL DEVELOPMENT ROADS AND LOCATIONS

Compliance with the following provisions will be a requirement of any Road Use Permit or approved plans for road construction or reconstruction. Failure to comply may result in the Forest Service withdrawing all Road Use Permits and issuing appropriate "Stop Work" orders.

The intent of this agreement is to cover and control all construction on roads and locations on Forest Service administered lands, and is in addition to any requirement and controls by the USGS issued permits.

Section 10 - Bridger-Teton Interim Standards

Permittee shall conform with all requirements of the Bridger-Teton Guidelines for Oil and Gas Development on National Forest Lands.

Section 20 - Inspection by Operator

All road and bridge construction and associated work shall be performed under the inspection of a Professional Engineer licensed in the State of Wyoming. Said Engineer shall certify that all work is accomplished in conformance with the applicable specifications and provisions. Daily Diaries shall be kept and submitted weekly to the Forest Service. The Forest Service will supply the necessary Diary forms if requested. All inspection and testing, and costs related thereto, shall be the responsibility of the operator.

Section 30 - Superintendence by Operator and Forest Representative

The operator, at all times during construction and until work is completed and approved, shall give his personal superintendence to the work or have on the work a competent superintendent, satisfactory to the Forest Service and with authority to act.

The Forest Supervisor will appoint a representative to act on his behalf in the administration of the Forest Service's interests in the road and location construction.

Section 40 - Permits and Responsibilities

The operator shall, without any expense to the Forest Service, be responsible for obtaining any necessary licenses and permits, and for complying with any applicable Federal, State, and municipal laws, codes and regulations, in connection with the prosecution of the work. He shall be similarly responsible for all damages to persons or property that occur as a result of his fault or negligence. He shall take proper safety and health precautions to protect the work, the workers, the public, and the property of others. He shall also be responsible for all materials delivered and work performed until completion and approval of the entire construction work, except for any completed unit of construction which may have been approved.

Section 50 - Suspension of Work

The Forest Supervisor may order the operator in writing to suspend, delay, or interrupt all or any part of the work for such period of time as may be determined to be appropriate for the convenience of the Forest Service.

Section 60 - Surface Replacement

Operator shall submit to the Forest Service a projected plan of truck haul of surfacing or other materials for the duration of his entire operating time. The Forest Service will use this data to calculate the maintenance costs to be assessed to the operator. Operator shall make a Required Deposit for this amount to the Forest Service to cover the costs of the surface replacement, unless the Forest Service allows operator maintenance.

Operator shall notify the Forest Service of any changes made in the hauling volume so that a revised assessment can be made. If the Forest Service does not feel that the operator has made a reasonable and true estimate of traffic volume, the Forest Service may at its option require the operator to submit a revised estimate or elect to produce the estimate itself.

Section 70 - Dust Abatement

Prevention of excessive dusting of road surface materials shall be accomplished by application of _____ by the Purchaser. Such application will be performed from (station) (or mile post) _____ to (station) (or mile post) _____ (on the _____ Road, No. _____) in the vicinity of the _____.

Operator shall exercise due care in the use of oils to avoid contamination of water or excessive damage to vegetation.

Section 80 - Control of Work

1. Conformity with Drawings and Specifications. Unless working tolerances are specified, all work performed and materials furnished shall be in reasonably close conformity with lines, grades, cross sections, dimensions, and material requirements shown on the drawings, indicated in the specifications, or designated on the ground. "Reasonably close conformity" is compliance with reasonable and customary manufacturing and construction tolerances.
2. Rights In and Use of Materials Found or Produced On the Work.
 - A. The operator, with the written approval of the Forest Supervisor, may use on the project suitable stone, gravel, and sand, or other material found in the excavation.
 - B. Materials produced or processed from Government lands in excess of the quantities required for performance of this contract are the property of the Government. The Government is not obligated to reimburse the Contractor for the cost of their production.

3. Local Material Sources.

- A. Designated Sources - Sources of local materials on Forest Service lands shall be designated in writing by the District Ranger and shall be shown on the drawings. The Government assumes no responsibility for the quality and quantity of material in the source. The operator shall determine the equipment and work required to produce the specified product. The operator shall submit a pit plan and rehabilitation plan to the Forest Service for approval prior to using any local source.

The operator shall utilize all suitable material in the source. The designation of source will include the rights of the operator to use certain area(s) for plant site, stockpiles, and haul roads. Any operator royalty payment requirements will be stated in an addendum to these provisions.

- B. Operator Furnished Sources - when the material sources are not designated as provided above or the operator elects not to use designated sources, the operator shall be responsible for providing the specified product. Quality testing shall be the responsibility of the operator. Test results shall be furnished to the Forest Supervisor.

4. Storage and Stockpiling of Materials. Materials shall be stored to assure the preservation of their quality and fitness for the work. Stored materials shall be located to facilitate their prompt inspection. Sites on Forest Service administered land, approved by the Forest Service, may be used for storage purposes and for the placing of operator's equipment. All storage sites provided by the Forest Service shall be restored at operator's expense. Operator shall be responsible for making arrangements for storage on other than Forest Service administered lands.

5. Cleanup. Premises shall be kept free from accumulation of waste materials, rubbish, and other debris resulting from the work. Before final acceptance all rubbish, waste materials, temporary structures, and equipment, shall be removed from roadway, borrow pits, quarries, and all Forest Service administered land occupied by the operator in connection with the work.

6. Samples, Tests, Cited Specifications. Reference made in the plans to specifications, standards, or test methods adopted by AASHTO, ASTM, GSA, or other recognized national technical associations, shall mean specifications, standards, or test methods (including interim or tentative issues) which are in effect on the date of the solicitation. Operator is responsible for all tests to be performed. Tests shall be performed under the direction of a Professional Engineer licensed in the State of Wyoming.

Section 90 - Prosecution of Work

- A. The operator shall, when deemed necessary by the Forest Service and within 10 days after request, file with the Forest Supervisor a time

schedule of proposed progress, a plan of operation, and a proposed detailed method of performing the work. This shall include a full statement of the equipment layout for the project, a method for temporary and permanent erosion control, and protection of wildlife or fish habitat. When the operator deviates from the current schedule, the Forest Supervisor may require a revised schedule for the remaining work.

- B. The Forest Supervisor may require the operator to finish work in progress before new work is started.

Section 100 - Legal Relations and Responsibilities to the Public

1. Use of Premises.

- A. Before any construction camp, quarry, borrow pit, storage, detour, or bypass site, other than shown on the drawings, is opened or operated on National Forest land or lands administered by the Forest Service, written permission shall be obtained through the Forest Supervisor. A camp is interpreted to include the camp site or trailer parking area of any employee working on the project for the operator. Such permission, if granted, will be without charge to the operator.
- B. Sanitation Facilities - Unless provided otherwise, the operator shall provide and maintain sanitation facilities for the work force at the site of road construction. Solid waste shall be disposed of in accordance with applicable Federal, State and local regulations.

2. Protection and Restoration of Property and Antiquities.

- A. Public and private property along and adjacent to the project shall not be damaged and monuments and property markers shall not be disturbed until the Forest Supervisor has witnessed or otherwise referenced their location. Any property or facility damaged or destroyed shall be promptly repaired or replaced at the operator's expense.
- B. If remains of prehistoric people's dwelling sites or artifacts of historical or archeological significance are encountered in the work, the operator shall discontinue work and notify the Forest Supervisor immediately.

3. Landscape Preservation.

- A. Prevention of Landscape Defacement. The operator shall not remove, deface, injure, or destroy trees, shrubs, or natural features unless specifically authorized. The operator shall confine operations to within the clearing limits or other areas designated in the plans, and prevent the depositing of rocks, excavated materials, stumps, or other debris outside of these limits. Material which falls outside of these limits shall be retrieved, disposed of, or incorporated in the work as directed by the Forest Supervisor.

B. Layout and Restoration of Temporary Access. Unless provided for in the plans, temporary construction including access to pits and quarries must be authorized in writing by the Forest Supervisor. When the construction of the portion of the project for which they are required is completed, the natural surfaces of all such areas shall be restored as nearly as practicable to their original condition.

4. Control of Erosion, Sedimentation and Pollution. Operation shall be scheduled and conducted to minimize erosion of soils and to prevent silting and muddying of streams, rivers, irrigation systems, and impoundments (lakes, reservoirs, etc.).

Pollutants such as fuels, lubricants, bitumens, raw sewage, and other harmful materials shall not be discharged into or near rivers, streams, and impoundments or into natural or manmade channels leading thereto. Wash water or waste from concrete or aggregate operations shall not be allowed to enter live streams prior to treatment by filtration, settling, or other means sufficient to reduce the sediment content to not more than that of the stream into which it is discharged.

Mechanized equipment shall not be operated in live streams without approval by the District Ranger.

5. Operator's Responsibility for Utilities. The operator will notify all utility companies or other parties affected and make arrangements for all necessary adjustments of the public or private utility fixtures, pipelines, and other appurtenances affected by the construction. Work shall not begin until all necessary arrangements to prevent damage have been made.

6. Barricades, Warning Signs, and Other Devices. The operator shall provide, erect, and maintain all necessary barricades, suitable and sufficient lights, danger signals, signs, and other traffic control devices, and shall take all necessary precautions for the protection of the work and safety of the public. Roads closed to traffic shall be protected by effective barricades, and obstructions shall be illuminated during the hours of darkness. Suitable warning signs shall be provided to properly control and direct traffic.

The operator shall erect warning signs in advance to any place on the project where operations may interfere with the use of the road or trail by traffic and at all intermediate points where the new work crosses or coincides with an existing road or trail. All road barricades, warning signs, lights, temporary signals, flagmen and pilot car operators and equipment, and other protective devices, except for special devices, shall conform with Part VI of the Manual on Uniform Traffic Control Devices for Streets and Highways, published by the Federal Highway Administration and applicable safety codes.

The operator shall furnish, erect, maintain, and remove when notified any project identification signs shown on the drawings.

Necessary warning signs and guards shall be posted during blasting operations to safeguard the public.

7. Emergency Control

- A. Operator's Responsibility of Fighting Own Fire. The operator under the direction of the Forest Supervisor or in the absence of said officer, acting independently, shall immediately extinguish, without expense to the Government, all fires on or in the vicinity of the project which are caused by the operator's employees, whether set directly or indirectly as a result of construction operations. The operator may be held liable for all damages and costs of additional labor, subsistence, equipment, supplies, and transportation deemed necessary by the Government resulting from fires set or caused by operator's employees or resulting from construction operations.
- B. Operator's Responsibility for Controlling Other Emergencies. When requested by the Forest Supervisor, the operator shall allow the Forest Service to temporarily use employees and equipment for emergency work. Payment will be made at not less than the current area rate established by the Forest Service. Employees and equipment will be released when other labor and equipment adequate for the protection of the area is obtained.

Senator WALLOP. The next witness is Richard Hartman, State planning coordinator, State of Wyoming, Cheyenne.

STATEMENT OF RICHARD M. HARTMAN, STATE PLANNING COORDINATOR, STATE OF WYOMING, CHEYENNE, WYO., ON BEHALF OF HON. ED HERSCHLER, GOVERNOR, STATE OF WYOMING

Mr. HARTMAN. Good afternoon. I'm Dick Hartman, State planning coordinator for Governor Herschler.

Governor Herschler has asked me to present his following statement.

Governor Herschler appreciates the subcommittee's scheduling of this hearing. He hopes that it reflects a general concern of State and local views on the proposed Wilderness Act of 1982. The Governor believes that the interest and desires of the citizens of Wyoming should be paramount in any congressional decisions regarding wilderness designations and management policies in Wyoming.

In March 1979, Governor Herschler recommended that some 550,000 acres in 16 RARE II units be fully considered by Congress for wilderness designation. He also recommended that two units totalling 150,000 acres be placed in a special oil and gas management category.

He has since recommended that the DuNoir special management be considered for wilderness with appropriate boundaries designed for timber conditions and other valued alternatives.

He further recommends that existing primitive areas be formally designated as wilderness and all other RARE II areas be leased as nonwilderness.

He firmly believes that his recommendations represent a balanced approach to both rounding out the Wyoming wilderness system and providing for immediate, long term multiple use resource needs of the State.

Governor Herschler details his recommendations and the reasons behind them in his statement delivered before the subcommittee on April 30, 1982, in Casper, Wyo. He requests that each member of the subcommittee be provided a copy of this April 30 statement. He hopes that the members will take the time to review this statement if they have not done so already.

Rather than repeat the details of the statement here today, the Governor has asked me to pass on some additional observations for the committee's benefit.

First, the Governor would like to commend the Wyoming congressional delegation for pursuing legislation aimed at withdrawing Wyoming's wilderness areas for oil and gas leasing and development. He believes that this is the most pressing wilderness issue facing Congress.

He notes that the House of Representatives has already passed legislation prohibiting oil and gas leasing and development in the Nation's wilderness areas. He further notes that the proposed Wyoming Wilderness Act contains similar withdrawal provisions for Wyoming's wilderness areas alone.

He hopes that a balanced Wyoming wilderness bill containing firm withdrawal provisions will pass Congress this session. However, if the Wyoming specific bill gets bogged down because of extremist positions and the lack of compromise, he believes that the subcommittee should direct their effort towards moving the national withdrawal bill through the Senate.

In particular, he calls on Senator Wallop to use his position as chairman on this subcommittee to insure that Wyoming's wilderness areas be formally withdrawn from oil and gas and mineral leasing and development by the close of this congressional session.

Governor Herschler would like to commend the Wyoming delegation for attempting to resolve the uncertainties and indecisions surrounding the status of Wyoming's RARE II areas. He agrees that the areas have been adequately studied and it is time to make compromise and reach a balanced and thoughtful decision.

He supports the inclusion of release language in the Wyoming bill but he believes that the act's current language is unnecessarily harsh and inflexible. He suggests that the release language contained in the successfully enacted Colorado and New Mexico Wilderness bill be considered in the Wyoming bill.

Governor Herschler is disappointed that the Wyoming delegation seemingly ignored his RARE II area recommendations in the initial drafting of the bill. He has withheld his unqualified endorsement of the bill because of the significant difference between his specific wilderness area recommendations and those contained in current legislation.

He understands that the bill is not set in concrete and that additional areas and boundary changes are being actively considered.

He also recognizes that there may be need to adjust boundaries and acreages in some of the areas that he is recommending. However he hopes that his overall recommendations will be recognized for what they are, a reasoned and balanced compromise providing both Wyoming wilderness and nonwilderness needs.

This past spring the Wyoming Wilderness Act hearings revealed several major concerns. First, almost everyone was in agreement

that oil and gas development has no place in Wyoming wilderness areas.

Second, there were significant concerns that the act's proposed release language needed major revisions.

Third, the number of areas to be designated as wilderness needed to be expanded. In particular, there is overwhelming support for designating additional areas in southeastern Wyoming. Moreover, there was significant support for designating several RARE II units adjacent to existing wilderness areas which would add lower elevation lands, critical habitat, wildlife habitat, and create more ecologically representative and manageable boundaries.

Finally, there was widespread support for designating the Little Granite Creek area of the Gros Ventre and offering Getty Oil a lease exchange or other compensation to offset the loss of their lease.

Governor Herschler has received close to 100 letters from Wyoming citizens regarding the proposed Wyoming Wilderness Act. Over 90 percent of these letters call for the designation of additional wilderness areas not contained in the current bill. Many constituents express dismay that undeveloped areas in the State which they have used and enjoyed for years are now going to be open for development.

I imagine that the correspondence received by this subcommittee and the Wyoming delegation mirrors that which the Governor has received.

Governor Herschler takes his citizens' input very seriously. He believes that his recommendations address and reflect this input to a much greater degree than does the current Wyoming wilderness bill.

The Governor recognizes that his recommendations do not represent entirely the views of the Sierra Club, Rocky Mountain Oil and Gas Association, Earth First, or the Federation of Federal Timber Purchasers. However, he strongly believes that his overall recommendations for wilderness, nonwilderness, and special management areas represent the broad spectrum of Wyoming's citizens—the hunters, fishermen, and outfitters, ranchers, loggers, backpackers, snowmobilers, the recreational tourism industry, and the mining industry.

Moreover, he believes that his recommendations represent the rights and needs of future generations. He calls on this subcommittee and Congress as a whole to seriously consider his recommendations as a way to preserve and enhance both Wyoming wilderness, heritage, and our natural resource development opportunities.

Thank you.

[The prepared statement of Mr. Hartman follows:]

STATEMENT OF ED HERSCHLER
GOVERNOR OF WYOMING

DELIVERED BY

RICHARD M. HARTMAN
STATE PLANNING COORDINATOR

BEFORE THE

SENATE SUBCOMMITTEE
ON

PUBLIC LANDS AND RESERVED WATER

REGARDING

THE WYOMING WILDERNESS ACT
OF 1982

WASHINGTON, D.C.
AUGUST 18, 1982

GOOD MORNING, I AM DICK HARTMAN, THE WYOMING STATE PLANNING COORDINATOR. GOVERNOR ED HERSCHLER HAS ASKED ME TO PRESENT THE FOLLOWING STATEMENT ON HIS BEHALF:

GOVERNOR HERSCHLER APPRECIATES THE SUBCOMMITTEE'S SCHEDULING OF THIS HEARING. HE HOPES THAT IT REFLECTS A GENUINE CONCERN FOR STATE AND LOCAL VIEWPOINTS ON THE PROPOSED WYOMING WILDERNESS ACT OF 1982. THE GOVERNOR BELIEVES THAT THE INTERESTS AND DESIRES OF THE CITIZENS OF WYOMING SHOULD BE PARAMOUNT IN ANY CONGRESSIONAL DECISIONS REGARDING WILDERNESS DESIGNATIONS AND MANAGEMENT POLICIES IN WYOMING.

IN MARCH 1979, GOVERNOR HERSCHLER RECOMMENDED THAT SOME 550,000 ACRES IN 16 WYOMING RARE II UNITS BE FULLY CONSIDERED BY CONGRESS FOR WILDERNESS DESIGNATION. HE ALSO RECOMMENDED THAT TWO UNITS TOTALING 150,000 ACRES BE PLACED IN A SPECIAL OIL AND GAS MANAGEMENT CATEGORY. HE HAS SINCE RECOMMENDED THAT THE DUNOIR SPECIAL MANAGEMENT UNIT BE CONSIDERED FOR WILDERNESS WITH APPROPRIATE BOUNDARIES DESIGNED TO ADDRESS TIMBER CONDITION AND VALUE CONCERNS. HE FURTHER RECOMMENDS THAT THE STATE'S EXISTING PRIMITIVE AREAS BE FORMALLY DESIGNATED AS WILDERNESS, AND ALL OTHER RARE II AREAS BE RELEASED AS NON-WILDERNESS. HE FIRMLY BELIEVES THAT HIS RECOMMENDATIONS REPRESENT A BALANCED APPROACH TO BOTH ROUNDING OUT WYOMING'S WILDERNESS SYSTEM AND PROVIDING FOR THE IMMEDIATE AND LONG-TERM MULTIPLE USE RESOURCE NEEDS OF THE STATE.

GOVERNOR HERSCHLER DETAILED HIS RECOMMENDATIONS AND THE REASONING BEHIND THEM IN HIS STATEMENT DELIVERED BEFORE THIS SUBCOMMITTEE ON APRIL 30, 1982 IN CASPER, WYOMING. HE REQUESTS THAT EACH MEMBER OF THE SUBCOMMITTEE BE PROVIDED A COPY OF HIS APRIL 30TH STATEMENT. HE HOPES THAT THE MEMBERS WILL TAKE THE TIME TO REVIEW HIS STATEMENT, IF THEY HAVE NOT ALREADY DONE SO. RATHER THAN

REPEAT THE DETAILS OF THAT STATEMENT HERE TODAY, THE GOVERNOR HAS ASKED ME TO PASS ON SOME ADDITIONAL OBSERVATIONS FOR THE COMMITTEE'S BENEFIT.

FIRST, THE GOVERNOR WOULD LIKE TO COMMEND THE WYOMING CONGRESSIONAL DELEGATION FOR PURSUING LEGISLATION AIMED AT WITHDRAWING WYOMING'S WILDERNESS AREAS FROM OIL AND GAS LEASING AND DEVELOPMENT. HE BELIEVES THAT THIS IS THE MOST PRESSING WILDERNESS ISSUE FACING CONGRESS AND THE AFFECTED STATES TODAY. HE NOTES THAT THE HOUSE OF REPRESENTATIVES HAS ALREADY PASSED LEGISLATION PROHIBITING OIL AND GAS LEASING AND DEVELOPMENT IN THE NATION'S WILDERNESS AREAS. HE FURTHER NOTES THAT THE PROPOSED WYOMING WILDERNESS ACT CONTAINS SIMILAR WITHDRAWAL PROVISIONS FOR WYOMING'S WILDERNESS AREAS ALONE.

HE HOPES THAT A BALANCED WYOMING WILDERNESS BILL, CONTAINING FIRM WITHDRAWAL PROVISIONS, WILL PASS CONGRESS THIS SESSION. HOWEVER, IF THE WYOMING SPECIFIC BILL GETS BOGGED DOWN BECAUSE OF EXTREMIST POSITIONS AND LACK OF COMPROMISE, HE BELIEVES THAT THE SUBCOMMITTEE SHOULD DIRECT THEIR EFFORTS TOWARDS MOVING THE NATIONAL WITHDRAWAL BILL THROUGH THE SENATE. IN PARTICULAR, HE CALLS ON SENATOR WALLOP TO USE HIS POSITION AS CHAIRMAN OF THIS SUBCOMMITTEE TO INSURE THAT WYOMING'S WILDERNESS AREAS BE FORMALLY WITHDRAWN FROM OIL, GAS AND MINERAL LEASING AND DEVELOPMENT BY THE CLOSE OF THIS CONGRESSIONAL SESSION.

GOVERNOR HERSCHLER WOULD ALSO LIKE TO COMMEND THE WYOMING DELEGATION FOR ATTEMPTING TO RESOLVE THE UNCERTAINTY AND INDECISION SURROUNDING THE FUTURE STATUS OF WYOMING'S RARE II AREAS. HE AGREES THAT THE AREAS HAVE BEEN ADEQUATELY STUDIED AND THAT IT IS TIME TO MAKE COMPROMISES AND REACH A BALANCED AND THOUGHTFUL DECISION. HE SUPPORTS THE INCLUSION OF RELEASE LANGUAGE IN THE WYOMING BILL, BUT HE BELIEVES THAT THE ACT'S CURRENT LANGUAGE IS UNNECESSARILY HARSH AND INFLEXIBLE. HE

SUGGESTS THAT THE RELEASE LANGUAGE CONTAINED IN THE SUCCESSFULLY ENACTED COLORADO AND NEW MEXICO WILDERNESS BILLS BE CONSIDERED FOR THE WYOMING BILL.

GOVERNOR HERSCHLER IS DISAPPOINTED THAT THE WYOMING CONGRESSIONAL DELEGATION SEEMINGLY IGNORED HIS RARE II WILDERNESS AREA RECOMMENDATIONS IN THE INITIAL DRAFTING OF THIS BILL. HE HAS WITHHELD HIS UNQUALIFIED ENDORSEMENT OF THIS BILL BECAUSE OF THE SIGNIFICANT DIFFERENCE BETWEEN HIS SPECIFIC WILDERNESS AREA RECOMMENDATIONS AND THOSE CONTAINED IN THE CURRENT LEGISLATION. HE UNDERSTANDS THAT THE BILL IS NOT SET IN CONCRETE AND THAT ADDITIONAL AREAS AND BOUNDARY CHANGES ARE BEING ACTIVELY CONSIDERED. HE ALSO RECOGNIZES THAT THERE MAY BE NEED TO ADJUST BOUNDARIES AND ACREAGES IN SOME OF THE AREAS HE HAS RECOMMENDED. HOWEVER, HE HOPES THAT HIS OVERALL RECOMMENDATIONS WILL BE RECOGNIZED FOR WHAT THEY ARE - A REASONED AND BALANCED COMPROMISE PROVIDING FOR BOTH WYOMING'S WILDERNESS AND NON-WILDERNESS NEEDS.

THE PAST SPRING'S WYOMING WILDERNESS ACT HEARINGS REVEALED SEVERAL MAJOR CONCERNS. FIRST, ALMOST EVERYONE WAS IN AGREEMENT THAT OIL AND GAS DEVELOPMENT HAS NO PLACE IN WYOMING'S WILDERNESS AREAS. SECONDLY, THERE WAS SIGNIFICANT CONCERN THAT THE ACT'S PROPOSED RELEASE LANGUAGE NEEDED MAJOR REVISIONS. THIRD, THE NUMBER OF AREAS TO BE DESIGNATED AS WILDERNESS NEEDED TO BE EXPANDED. IN PARTICULAR, THERE WAS OVERWHELMING SUPPORT FOR DESIGNATING ADDITIONAL AREAS IN SOUTHEASTERN WYOMING. MOREOVER, THERE WAS SIGNIFICANT SUPPORT FOR DESIGNATING SEVERAL RARE II UNITS ADJACENT TO EXISTING WILDERNESS AREAS WHICH WOULD ADD LOWER ELEVATION LANDS, CRITICAL WILDLIFE AREAS, AND CREATE MORE ECOLOGICALLY REPRESENTATIVE AND MANAGEABLE BOUNDARIES. FINALLY, THERE WAS WIDESPREAD SUPPORT FOR DESIGNATING THE LITTLE GRANITE CREEK AREA OF THE GROS VENTRE AND OFFERING GETTY OIL A LEASE EXCHANGE OR OTHER COMPENSATION TO OFFSET THE LOSS OF THEIR LEASE.

GOVERNOR HERSCHLER HAS RECEIVED CLOSE TO 100 INDIVIDUAL LETTERS FROM WYOMING CITIZENS REGARDING THE PROPOSED WYOMING WILDERNESS ACT. OVER 90 PERCENT OF THESE LETTERS CALLED FOR THE DESIGNATION OF ADDITIONAL WILDERNESS AREAS NOT CONTAINED IN THE CURRENT BILL. MANY CONSTITUENTS EXPRESSED DISMAY THAT UNDEVELOPED AREAS, WHICH THEY HAVE USED AND ENJOYED FOR YEARS, WERE NOW GOING TO BE OPENED TO DEVELOPMENT. I IMAGINE THAT THE CORRESPONDENCE RECEIVED BY THIS SUBCOMMITTEE AND THE WYOMING DELEGATION MIRROR THAT WHICH THE GOVERNOR HAS RECEIVED.

GOVERNOR HERSCHLER TAKES THIS CITIZEN INPUT VERY SERIOUSLY. HE BELIEVES THAT HIS RECOMMENDATIONS ADDRESS AND REFLECT THIS INPUT TO A MUCH GREATER DEGREE THAN DOES THE CURRENT WYOMING WILDERNESS BILL. THE GOVERNOR RECOGNIZES THAT HIS RECOMMENDATIONS DO NOT REPRESENT ENTIRELY THE VIEWS OF THE SIERRA CLUB, THE ROCKY MOUNTAIN OIL AND GAS ASSOCIATION, EARTH FIRST!, OR THE FEDERATION OF FEDERAL TIMBER PURCHASERS. HOWEVER, HE STRONGLY BELIEVES THAT HIS OVERALL RECOMMENDATIONS FOR WILDERNESS, NON-WILDERNESS AND SPECIAL MANAGEMENT AREAS REPRESENT THE BROAD SPECTRUM OF WYOMING CITIZENS - THE HUNTERS, FISHERMEN AND OUTFITTERS; THE RANCHERS AND LOGGERS; THE BACKPACKERS AND NATURALISTS; THE SNOWMOBILERS AND RV USERS; THE RECREATION/TOURISM INDUSTRY AND THE MINING INDUSTRY. MOREOVER, HE BELIEVES THAT HIS RECOMMENDATIONS REPRESENT THE RIGHTS AND NEEDS OF FUTURE GENERATIONS. HE CALLS ON THIS SUBCOMMITTEE AND THE CONGRESS AS A WHOLE, TO SERIOUSLY CONSIDER HIS RECOMMENDATIONS AS A WAY TO PRESERVE AND ENHANCE BOTH WYOMING'S WILDERNESS HERITAGE AND OUR NATURAL RESOURCE DEVELOPMENT OPPORTUNITIES.

THANK YOU

Senator WALLOP. Thank you, Mr. Hartman.

Is there an implication in the Governor's testimony that there has not been adequate citizen input?

When you make that statement on behalf of the Governor—

Mr. HARTMAN. Senator, I believe the Governor's concern is that we have received since April 30 numerous comments and views by the public on the existing bill and that he encourages the delegation, as well as the subcommittee, to consider those comments and responses.

Senator WALLOP. Has he forwarded those to the committee?

Mr. HARTMAN. Most of those, Senator, were copies to the delegation. Those that weren't copies that were sent directly to the Governor were Xeroxed and forwarded.

Senator WALLOP. I have to state that I have received no such thing and the committee informs me that they have received no such thing. It would be helpful if you would perhaps do that.

Mr. HARTMAN. I will certainly check on that. The majority of the comments received by us were also copied to the delegation.

Senator WALLOP. You are aware, of course, that before we introduced this bill the Governor met with the delegation, provided us with a letter, which I assume was drafted by you, which we accommodated entirely into our bill before releasing it, at which time Governor Herschler said that he understood where we were coming from and supported the bill as it was introduced. Subsequent to that he did change, but you are aware that that did take place, are you not?

Mr. HARTMAN. Yes, sir. I think the Governor's comment is that he supported the effort of the delegation in submitting the bill. However, those concerns that he has expressed in the hearing as well as in writing, and again here today, his three concerns as far as oil and gas, the total areas included, were also expressed by the Governor in his February letter.

Senator WALLOP. Yes. But the fact was that, as we drafted it and sent it off, we assumed that at that time we had his full support. It changed subsequently.

I just don't like the implication that we didn't consult with him or that there was no move between the committee and the State's administration. At the time we assumed, on his word, that it was entirely satisfactory because we had included all of those things which were in the letter to us in the bill.

You suggest that there be an exchange for the Getty oil lease in the Little Granite Area. I wonder if you could provide us with a record of perhaps, I think, what most people would consider a far less complicated exchange proposal such as that between Rocky Mountain Energy and statewide ranch exchange.

Mr. HARTMAN. I am not prepared today to express what kind of exchange might be set up with the State but I think that we would encourage that some type would be set up and that the oil and gas commission, or our public land's officer, or commissioner of public lands, could organize some type of exchange that would be, hopefully, successful through Getty.

Senator WALLOP. Well, you are aware that that exchange has been going on for some time on statewide ranches throughout the country?

Mr. HARTMAN. Yes, sir.

Senator WALLOP. I assume then you are aware that it is not a simple thing. The State is having a hard time determining what its value would be.

Mr. HARTMAN. Yes, sir. I realize that it hasn't been a simple or easy task as far as exchanges are concerned, but considering the value of the area and the implications of making the decision to allow Getty into the area, overall, not only in Wyoming but across the Western States, would, I think, far outweigh the time and effort to spend—using what agencies we have to work out a compromise.

Senator WALLOP. Would the Governor be willing to provide some State leases of comparable value?

Mr. HARTMAN. I assume that he would consider that. I can't say that he would or not, but I am sure that he would consider that aspect.

Senator WALLOP. The point is that he has no more concern than anybody else does for the problems of Wyoming. Surely Grand Teton National Park is of significant value as well and that exchange is surely an important part of the total environment that constitutes Wyoming, and that is not going well or fast. I don't know how long it has been going, but I think it is better than a year now that somebody has been trying to resolve that.

There is a problem that the State has in those things withdrawing from Federal leasing—are withdrawn from the State's coffers when those bids come in on them.

I think you can take the message back that the delegation has been reading the same letters that have been copied to us. Those that you referred to have yet to be made available to us. The delegation, again, I would say, thought that it had the Governor's concurrence in that area. We will look at those areas.

Nobody has a corner on concern for Wyoming citizens and this is not a political issue. It is a wilderness issue. It belongs to the State of Wyoming, not the Democrats in Wyoming and not the Republicans in Wyoming, but the State of Wyoming.

Thank you.

Incidentally, do you have a copy of the testimony which you gave, which is not similar to the one that you submitted.

Mr. HARTMAN. Maybe I provided a copy of the April 30 testimony.

Senator WALLOP. I couldn't find most of what you read and I would just appreciate very much if you would give us a copy.

Mr. HARTMAN. I sure will. I have copies of today's statement.

Senator WALLOP. The next is a panel consisting of George Dibble, vice chairman of the Wilderness Ad Hoc Committee, Western Regional Council; Richard Robitaille, executive director, Petroleum Association of Wyoming, Rocky Mountain Oil & Gas Association, Casper, Wyo.; Robert Baker, chief forester for the Louisiana Pacific Corp., Dubois, Wyo.; accompanied by James Clark, an attorney for Robertson, Monagle, Estaugh, & Bradley, Juneau, Alaska, representing National Forest Productions Association.

STATEMENT OF GEORGE S. DIBBLE, JR., VICE CHAIRMAN, WILDERNESS AD HOC COMMITTEE, WESTERN REGIONAL COUNCIL, DENVER, COLO.

Mr. DIBBLE. Thank you, Mr. Chairman, and Senator Murkowski. It is a pleasure to be back again on this issue, as we have so many times in the past.

First of all, my name is George Dibble and I am appearing here today not only as vice president of Husky Oil, but more importantly, as vice chairman of the Wilderness Committee of the Western Regional Council.

The Western Regional Council was formed a number of years ago to provide a forum for business and environmental concerns and to work toward the balancing of development activities as well as the preservation of the environmentally sensitive areas, those with particular and peculiar qualities and traits that we would all like to see preserved.

It is made up of the chief executive officers of a number of businesses throughout the Western United States. Not only does it represent petroleum companies, but mining, utilities, banks, manufacturing, transportation, and a number of other industries.

So I appear here today in a unique role for myself where I usually have been talking for the oil and gas industry. I perhaps will be talking a little more for mining today than I will for oil and gas.

First, I would like to congratulate the delegation on this bill because I think that it is a good, hard, earnest, lengthy attempt to strike a balance for the need to preserve some of these pristine areas in Wyoming.

Having lived there for 16 years, I can appreciate the need to do so. I have enjoyed it myself.

But also giving consideration for the economic and development needs and the national security needs of this country. So it is a great task that you have done in trying to reach a compromise.

We certainly have no comment on the acreage that has been designated in the bill. We think that is a fair and equitable approach to the problem.

There are three areas that I would just like quickly to comment on today, Senator, and that is, No. 1, we would certainly encourage the retention of the release language of the nonwilderness areas. I think it is time to fish or cut bait on this issue of RARE I, RARE II, and so forth, to finally release those lands which have actually been de facto wilderness, and put them back into nonwilderness management.

I certainly would agree with your comments here, that because it is in multiple use or nonwilderness status, this does not mean rape and ruin because it is still under the jurisdiction of the Federal land management agencies—in this case the Forest Service, BLM, and other Federal land situations.

They are professional land managers. We don't always agree with them. We have had our disputes with them, but they certainly try to do an honest and professional job of managing public lands. Certainly, I think, people can rely on them to help preserve a lot of safeguards for the use of public lands and use them for the proper purposes.

The second thing is to hopefully leave a window open on the mineral entry deadline under the 1964 Wilderness Act, particularly for the mining industry, who would have an opportunity to perfect mining plans between now and December 31, 1983, under the mining act.

This is, perhaps, more important to the mining industry than it is to the oil and gas industry because they operate under a different set of rules and regulations and laws.

The third area, our concern about the Government doing the assessment of the mineral inventory. If it is a mere survey that is presently contemplated by 4(d)(2) of the 1964 Wilderness Act, that is one thing. However, our reading of the act would seem to take that beyond the 1964 Wilderness Act, and that there be some provision for industry to do some of this assessment.

There have been instances where the Federal Government, in their best intentions, have indicated—particularly in hardrock mineral areas—that there is no mineral potential and later on minerals have been discovered and those mines are operating today.

I guess we are not infallible, but that a provision be made for Government exploration and assessment, but also, for private industry to do, perhaps, some limited core drilling, seismic work, to really inventory the resource we have so the provisions in the Wyoming Wilderness Act for emergency situations, we would be in a heck of a lot better position to take advantage of that opportunity if so confronted with that.

Essentially, Senator, those are our comments on it. Again, congratulations to the delegation and to the committee for slugging through this thing. We are anxious to see it resolved so we can have at least a firm set of ground rules, know which lands are going to be wilderness and which will not.

Thank you very much.

[The prepared statement of Mr. Dibble follows:]

TESTIMONY
OF
GEORGE S. DIBBLE, JR.
VICE CHAIRMAN, WILDERNESS AD HOC COMMITTEE
WESTERN REGIONAL COUNCIL

BEFORE THE SUBCOMMITTEE ON PUBLIC
LANDS AND RESERVED WATER
SENATE COMMITTEE ON ENERGY AND
NATURAL RESOURCES

HEARING ON
S.2118
WYOMING WILDERNESS ACT
OF 1982

AUGUST 18, 1982

Mr. Chairman and Members of the Subcommittee:

The Western Regional Council appreciates the opportunity to comment on a number of specific provisions contained in the Wyoming Wilderness Act of 1982, S.2118. I am George S. Dibble, Vice President of the Husky Oil Company, Denver, Colorado. I am here today as Vice Chairman of the Wilderness ad hoc Committee of the Western Regional Council.

The Western Regional Council was organized to provide a voice for the business community of the Intermountain West. Its membership, composed of chief executive officers of corporations representing many industries doing business within the Mountain States region, is working to establish balanced policies which consider the benefits of both economic development and environmental preservation. The Council provides a forum for the resolution of business and industry problems on a regional basis.

The WRC would like to address itself to three issues:

- 1) the release to non-wilderness management status of all lands found to be unsuitable for wilderness designation through the RARE II process;
- 2) the December 31, 1983, mineral entry deadline contained in the Wilderness Act (Section 4(d)(3); and
- 3) the inventory of wilderness resources.

Release of Lands for Non-Wilderness Use

For the past decade the management status of at least one-third of the National Forest system has been in limbo because Congress has not statutorily proclaimed whether it is to be wilderness or non-wilderness. The wilderness process has been, and continues to be, embroiled in studies, restudies, and court cases. From 1977 to 1979, the Forest Service

studied its roadless areas for a second time to determine which areas should and should not be recommended for wilderness. Today, in 1982, the Congress and the courts have still not completely resolved this issue.

This long debate has created enormous uncertainty and insecurity that only Congress can resolve. This uncertainty particularly impacts the energy and natural resource industries. Each public land withdrawal, each acre awaiting final determination, further limits acreage accessible to exploration and development. These withdrawals have serious implications for this nation's future supplies of energy and minerals, the U.S. balance of payments, and the domestic rates of inflation.

Most of the lands being considered for wilderness are in the Western States and Alaska, areas of high mineralization. They represent a large percentage of the unexplored lands remaining in this country where there is potential to find significant quantities of energy and mineral resources.

Wilderness designation precludes multiple use. However, designation of lands for "further planning" also is a serious impediment to the evaluation and use of the public lands. This designation creates de facto wildernesses. Although these lands have not been finally designated wilderness they must be managed so as to preclude multiple use. In fact, regulations affecting "future planning" areas are more stringent than those provided for in the Wilderness Act. Lands designated as "wilderness areas" are at least, theoretically, open to entry, exploration, and development until December 31, 1983.

The increasing curtailment of resource development on public lands is one of the most serious problems facing the energy and mineral industries. The point that needs to be made is

that exploration and production and protection of wilderness values are not mutually exclusive. Exploration and production can be conducted without "unnecessary" or "undue" degradation. The federal government should encourage, in the interest of determining resource potential, access to the public lands, under appropriate protective guidelines. In order to determine resource potential, energy and mineral companies must have improved access to the public lands.

The Mineral Entry Deadline

The Western Regional Council does not support the provisions in S.2118 which not only fail to extend the 1983 deadline but which actually close off the one year remaining before the 1983 deadline.

The Wilderness Act of 1964 provides for the location of mining claims and exploration in wilderness areas until the end of 1983. Deposits discovered by that date may be developed after 1983. However, for a number of reasons, the exploration deadline has restricted exploration activity in the past and unless consideration is given to deleting any deadline, it is likely exploration activities will be limited in the future.

It is clear that the Congress' intent in placing the 1983 deadline for exploration in wilderness was to permit the orderly development of valuable mineral deposits in such areas and to be certain that valuable mineral deposits were not forever locked up. In some cases, the nature of the regulation has been so restrictive that no meaningful exploration or development has occurred in the majority of the wilderness areas.

The cost of exploration has limited the amount of exploration activity that has been conducted in wilderness. Exploration costs are increasingly high and even though private enterprise is far more able to put the capital into such activities than government, the cost prohibits the immediate, extensive drilling research that a thorough mineral inventory requires.

Furthermore, and most important, even if a company knows or has good reason to believe that it will find a recoverable deposit, it is deterred from pursuing the opportunity because neither federal agencies nor Congress has guaranteed preservation of the right to develop mineral reserves discovered through substantial expenditure of high risk capital. The mineral entry deadline imposed by the Wilderness Act is December 31, 1983, while the average lead time to evaluate and develop a mineral despoit is ten years. There is just not enough time between 1982 and December, 1983 to conduct the exploration necessary to delineate the quality and quantity of a hardrock mineral deposit in all areas. Even if a company could delineate a deposit within the next few years, the company has no assurance that it would be permitted to proceed into the development phase.

The WRC is disappointed to see a western wilderness bill which actually closes off the last year of entry left before the deadline. The WRC opposes this section of the Wyoming Wilderness Bill and would encourage that this provision be deleted from the bill.

Inventory of Wilderness Resources

While the concept behind Title V of S.2118 is commendable, that is, an attempt to continue to gather information on the mineral potential in wilderness areas, it is an extremely

difficult, if not impossible, concept to put into effect. If the intention of Sec. 501 were to continue the type of surface surveys already conducted by the U.S.G.S. and the Bureau of Mines, then Sec. 4(d)(2) of the Wilderness Act would be adequate for such activities. The fact that Sec. 501 adds to the "continuing prospecting" provisions of Sec. 4(d)(2) and calls for the "furtherance of mineral assessment", leads us to believe a more detailed mineral assessment than what the U.S.G.S., Bureau of Mines, conducts is the goal of the Wyoming Wilderness Act.

Unfortunately, past mineral surveys have proven inadequate in providing us detailed mineral information to assist in the decision making process and there is no reason to believe further assessments will be any different. The reason for the inadequacies is not the purported lack of funds, the limited time for the studies nor the lack of expertise of the government, but a more fundamental reason not easily resolved. Minerals are extremely difficult to locate and to economically assess. Widespread reconnaissance and expensive drilling are necessary before valuable mineral deposits are found. The market, technology and new applications are all major factors in determining if these rare deposits are economical. Only private companies have been successful in locating the major economic deposits and developing them. In many cases, government surveys have classified areas as non-mineral in character that have eventually proven rich in minerals and are being mined today. In order for mining companies to assume the high cost risks of exploration, the incentive of potential development must be there.

It isn't clear in Title V of S.2118, which withdraws all wilderness lands from appropriation under the mining laws and then establishes a mineral assessment program under the Secretary of the Interior, how these mineral assessments

will be conducted, in what detail, by whom, under what authority, at whose expense and what incentives, if any, are provided. If such questions are truthfully answered in light of the goal of finding minerals of "national need" it becomes apparent that such an assessment will take years and years to conduct and the cost will be exorbitant.

It is very responsible and farsighted of the authors of this legislation to recognize that the mineral information on all public lands and especially in wilderness areas is critical and is the first step in reaching our goal of mineral self-sufficiency. Therefore, it is very important that attempts to gain this information be scrutinized carefully so that we do not accept illusory proposals that only lead us into thinking we have solved the problem of knowing where our mineral resources are located.

The Western Regional Council thanks you for the opportunity to testify on S.2118 and would ask that you give the Council's views your consideration.

Senator WALLOP. Thank you, Mr. Dibble.
Mr. Robitaille.

**STATEMENT OF RICHARD T. ROBITAILLE, EXECUTIVE DIRECTOR,
PETROLEUM ASSOCIATION OF WYOMING, ROCKY MOUNTAIN
OIL & GAS ASSOCIATION, CASPER, WYO.**

Mr. ROBITAILLE. Thank you, Senator Wallop, Mr. Chairman, members of the committee. My name is Richard T. Robitaille. I am the executive director of the Petroleum Association of Wyoming, a division of the Rocky Mountain Oil & Gas Association. My office and my home are in Casper, Wyo.

Our association appeared before you on April 30 of this year and we appear before you again this day to reiterate our position and furnish additional information which may be helpful to you in your final decision. We thank you for that opportunity.

RMOGA's membership had deliberated at great length and has analyzed and has contemplated the issue of wilderness withdrawal, release language, and treatment of wilderness study areas. In fairness to our members who do not confer with RMOGA's objectives of S. 2118, we should note that these members believe that the large scale mineral withdrawal included in this legislation constitutes such a serious policy error so as to render its other provisions insignificant.

Nevertheless, the majority of the members of our association are represented by our decision to appear before you today in support of the objectives of S. 2118.

Recently we obtained information collected by a scientifically conducted opinion survey which indicates that the majority of Wyoming's residents also support the concepts and objectives of this bill.

Furthermore, the survey disclosed that the bill may go too far in attempting to add new areas to Wyoming's wilderness system and that adequate release language for nonwilderness areas is desired.

I am referring to a survey conducted between the dates of July 26 and August 9, 1982, by Research Services, Inc., of Denver, Colo., in which 601 Wyoming citizens were interviewed. The surveys confidence level is 95 percent, the plus and minus factor is 4.1 percent.

That survey reveals that over three-fourths of Wyoming's population feels that we currently have just the right amount or too many wilderness areas in the State. By way of comparison, less than one in five of those contacted indicated a desire for additional wilderness areas.

The results clearly reveal that the majority of the people in Wyoming do not feel that additions to Wyoming's wilderness system are necessary or desirable. Furthermore, the findings indicate that those who would advocate enormous additions to the State's wilderness system do not speak for the majority of Wyoming's residents and, are, in fact, in the minority.

The survey did confirm our suspicions and validated the fact that nearly 80 percent of Wyoming's citizens believe that development of energy in our State is of the utmost importance to Wyoming's overall economy.

Even more significant is the fact that better than 9 out of every 10 contacted feel energy development and protection of Wyoming's environment can take place simultaneously.

We also learned that even with the immense amount of publicity over the past several months the question of drilling for oil and gas in Wyoming's wilderness areas is not opposed by the magnitudes that some would have us believe.

In fact, just over half of those contacted do not feel drilling should be allowed to take place as permitted by present law. By comparison almost two-thirds approved the drilling for oil and gas in national forest lands in Wyoming which are not now currently designated as wilderness.

Mr. Chairman, the Rocky Mountain Oil & Gas Association and Petroleum Association of Wyoming are on record as supporting the objectives of S. 2118 with one important exception.

We believe that section 302(b) should be amended to provide permanent release of nonwilderness lands. We feel that the results of the previously mentioned survey should not be overlooked by either those advocating new wilderness areas or those advocating no additions;

The survey indicates that a simple majority of Wyoming residents oppose drilling in wilderness areas but it also supports our position that no further additions to Wyoming's wilderness areas be implemented and a return to the multiple use of the lands

which are currently restricted by the various studied classifications.

In conclusion, we cannot support a bill that does not contain permanent release language nor can we support a bill which permits additional acreage beyond that already proposed in S. 2118 to Wyoming's wilderness system.

We sincerely hope you will reconsider the inclusion of any additional wilderness areas beyond those contained in this legislation and give careful consideration to our recommendation that those areas not receiving wilderness designation be permanently returned to the multiple use category.

Again, Mr. Chairman, we thank you for the opportunity to appear before you today.

[The prepared statement of Mr. Robitaille follows:]

TESTIMONY
OF
RICHARD T. ROBITAILLE
REPRESENTING
ROCKY MOUNTAIN OIL AND GAS ASSOCIATION
AND
PETROLEUM ASSOCIATION OF WYOMING
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

AUGUST 18, 1982

Mr. Chairman and Members of the Subcommittee:

My name is Richard T. Robitaille. I am Executive Director of the Petroleum Association of Wyoming (PAW), a division of the Rocky Mountain Oil and Gas Association (RMOGA). My office and home are in Casper, Wyoming. Our association appeared before you on April 30th of this year in Casper, and we appear before you again this day to reiterate our position and furnish additional information which may be helpful in your final decisions.

RMOGA is a trade association which was organized more than 60 years ago to provide a unified voice for oil and gas companies on public lands issues and problems. Today its membership is comprised of 800 individuals and companies, large and small, which are involved in all phases of the oil and gas industry throughout the Rocky Mountain West. In Wyoming our membership accounts for 90% of the petroleum production, 90% of the wells drilled, and employs approximately 30,000 Wyoming residents.

RMOGA has traditionally worked towards developing balanced policies for land management which consider the benefits of multiple use, mineral development, and environmental protection. Activity on the public domain is an integral part of the energy business in the Rocky Mountains, and access for mineral development is a matter of paramount importance to our members.

I am pleased to be here on behalf of RMOGA to share our comments on S. 2116, the Wyoming Wilderness Bill, and on the issue of wilderness area management.

The issue of oil and gas leasing in wilderness areas is not an isolated matter of development versus non-development. It is an issue involving national energy needs, economic vitality, environmental protection, and our future way

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of life. This is not a question that should be treated simply as an emotional issue of good against bad, of ruin against permanent preservation -- all or nothing -- as it has been portrayed. Emotionalism has often preempted reason in this debate.

The oil and gas industry fully recognizes the controversial nature of this issue. We respect those views which reflect a true concern for conservation and environmental protection, and we share those objectives. We are extremely sensitive to the need to safeguard wild lands, and have demonstrated our desire and ability to do so.

We are also cognizant of this country's energy problems, our economic dilemma, our precarious dependence on foreign supplies, and the slow pace with which we are proceeding towards development of alternate energy sources. These factors cannot be excluded from thoughtful deliberation on the question of developing our nation's mineral resources. A balancing of conservation and development goals can and must be established.

We recognize the tremendous amount of effort put forth by the Wyoming delegation in an obvious attempt to reach a politically palatable solution to this extremely difficult issue. We believe that for the most part, S. 2118 could be a balanced measure; if enacted with a change in the release language, it could end the emotional turmoil over treatment of federal wilderness and roadless lands in the state of Wyoming.

RMOGA recognizes several very worthwhile aspects of the proposal which we believe deserve our endorsement. I am specifically referring to the release language contained in the bill -- a long-needed resolution to the serious problem of lands "semi-withdrawn" from mineral entry because of continuous

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wilderness study. We enthusiastically support (1) an end to the uncertain status of these RARE II lands, (2) the prohibition of the judicial review of the RARE II final environmental impact statement (FEIS), and (3) the prohibition of further statewide wilderness studies in Wyoming unless expressly authorized by Congress.

Indeed, we believe this concept should be adopted in a national bill so that every state can benefit by this solution to the de facto withdrawal problem of non-wilderness areas.

However, I would like to take a moment to review RMOGA's position on the land management question, and particularly the philosophy of our association on the wilderness management issue.

The 1973 oil embargo demonstrated our country's vulnerable status in terms of our energy supply. The myriad ramifications of that crisis have, for the most part, been forgotten by our citizens. We have been lulled into a false security by a seemingly plentiful supply of oil and gas, making it difficult to recognize the need for foresight in planning for and developing future supplies. There is no doubt that most consumers do not realize that we are still importing approximately one-third of our nation's crude oil and refined product needs.

Another embargo would be catastrophic to our economy and national security. Common sense dictates a prudent approach to our energy problems that is rooted in long-range planning -- contingency planning -- with a goal of developing alternate sources of fuel. We believe one way to bridge the gap between conventional energy supplies and the time of alternate energy supplies is to allow for the careful, sound development of our own energy resources -- including

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those located on our federal lands. Although complete energy independence is an unrealistic short-term goal, it is irresponsible not to develop those domestic resources that will, in the meantime, carry us into the age of alternate energy sources while protecting us against precarious supply disruptions.

We have not and do not advocate reckless development in any area. To the contrary, the oil and gas industry has demonstrated on numerous occasions the advancements of technology and its ability to coexist with a sensitive environment.

As you are undoubtedly aware, Congress wrestled with the issue of mineral development in wilderness areas in the four years preceding enactment of the Wilderness Act. The question was resolved with the inclusion of Section 4(d)(3), which allows for a 20-year period of mineral development in designated wilderness. Many believe this law would not have been passed had Section 4(d)(3) not provided a compromise between those who argued for total preservation and those who argued for the utilization of the mineral resources.

As the legislative history shows, wilderness designation was designed to preserve unusual wild and scenic areas for use and enjoyment of future generations. When the Wilderness Act established 9.1 million acres of wilderness, Congress recognized that these areas had not been adequately explored for their mineral potential, and it provided a period of time in which to inventory and develop any mineral deposits that might be located in these areas. Further, Congress recognized that such exploration and production could, if carefully regulated, occur in a manner compatible with protection of wilderness values.

Industry's reclamation experience, particularly in the areas of environmental protection, has evolved into a far greater capability than ever imagined in 1964. It is much easier today to justify development in wilderness and other sensitive areas because of these advancements.

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The courts have consistently held that mineral activity is allowed by this law, and that this was precisely what Congress intended. Because the Wilderness Act plainly and specifically provides for mineral exploration and development activities in wilderness for a period of 20 years after its enactment, we are continually amazed by the public perception that the oil and gas industry is attempting to circumvent the law when it considers drilling operations in wilderness. On the contrary, it has been the previous Administrations which have purposefully ignored the law and refused to allow mineral activity in wilderness areas.

Wilderness designation was originally intended to preserve a relatively limited amount of land substantially in its natural state in order to provide opportunities for our citizens to enjoy primitive and unconfined recreation. The Wilderness System has grown from the original 9 million acres in 1964 to some 80 million acres today -- an increase of almost 800%. It is evident that wilderness designation is no longer being used only to set aside special natural areas; it has become a mechanism for removing millions of acres of land from multiple uses, including mineral development.

Legislation which embodies the beliefs that (1) there are still ample lands to be explored outside wilderness areas, (2) that oil and gas operations would impair wilderness characteristics, and (3) that these areas can be placed off-limits until an emergency is declared and then be immediately developed to save the day, is not founded in fact.

In response to the first point, it is important to recognize why there is justifiable interest in wilderness areas. Today there is a diminishing land base on which oil and gas exploration can occur. Many contend that there are millions of acres of land under lease, or which

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could be leased, where industry should focus first. The fact is, we know of no open area outside designated wilderness, with any reasonable potential for oil and gas deposits, which has not already been explored or where industry is not currently exploring, producing, or attempting to lease and explore.

Oil and gas resources are randomly distributed and are located in rare concentrations. The location of mineral resources has nothing to do with the boundaries of wilderness or any other land classification. Industry has no control over where minerals are located. If we are to find new energy reserves, we must explore in areas with favorable geology, not simply in non-controversial or non-sensitive areas.

Many of the same geologic forces that created mineral deposits also formed the rugged mountainous terrain often found in wildernesses. And, while no one knows with any degree of certainty the extent of the mineral values contained in wilderness areas, what knowledge we do have indicates a very high potential for the existence of oil and gas resources in many of these areas. A thorough evaluation of the subsurface is impossible without actual drilling.

Recently there have been several reports issued by the environmental community, and one in particular by the Wilderness Society, which estimates the amount of mineral potential on the nation's wilderness areas. However, as previously mentioned, until drilling occurs no one knows for sure -- or can know -- how much oil or gas actually exist in these areas. Consequently, regardless of who is doing the estimation, whether it's the energy industry or those advocating no development, estimates are simply estimates and have no reliable basis in fact. We do believe, though, that the potential for finding significant quantities of energy and mineral resources in some

wilderness areas is extremely high. Because of this belief, we have continually recommended that the December 31, 1983 deadline be extended to allow for the proper assessment of mineral resources in wilderness areas.

The second point regarding the impact of oil and gas operations can be rejected by numerous examples of industry's successful reclamation experiences in extremely sensitive environments. The notion that opening public lands for the search for minerals will desecrate their environmental values is simply not accurate. The sophisticated nature of today's exploration and rehabilitation techniques combined with stringent environmental controls, make operations in sensitive ecosystems far more justifiable and acceptable than ever before. Compliance with the Wilderness Act provisions, as well as the multitude of other laws, regulations, and requirements, designed to protect the environment, wildlife, soil, and water, ensure adequate safeguards from any activity. Industry has demonstrated repeatedly that it can operate in sensitive areas without any permanent impairment of environmental values.

The third erroneous belief is that spur-of-the-moment exploration and development activities in wilderness areas or any other areas can create a viable, meaningful response to an emergency situation or energy crisis. This ignores the realities of oil and gas exploration.

It is imperative that we maintain an awareness that exploration in an area is a continuance of gradually increasing information coming from many sources. With each new well that is drilled, our geological knowledge of that area and our understanding of the forces and events that shaped the earth's crust become a little more complete. Our geophysical methods are constantly improving in their ability to show us the structure of the earth prior to

drilling. This growth of knowledge occurs in concert with waves of increasingly sophisticated and informed geological hypotheses that are constantly being created, tested, discarded, and/or revised. This process cannot be switched on and off like a desk lamp. There simply is no substitute for continued access to these lands and the flexibility to respond to changing economic conditions.

The fact that unsuccessful wells have been drilled in an area is no assurance that the area's resource potential has been adequately evaluated. The history of oil, gas, and mineral exploration is replete with examples of substantial deposits being missed or overlooked for many years. It is difficult to understand and appreciate the scientific uncertainties or the economic risks that we deal with in mineral exploration.

Lead times from initial oil and gas exploration to first production can range from three to eight years in frontier areas. If production is found in such areas, transportation facilities necessitate an additional period of time which could be as long as three years for a major pipeline, depending on its location and the proximity of other facilities. It is therefore highly unrealistic to maintain that, should an emergency situation occur and wilderness areas be opened up to mineral activity as a national necessity, mineral development in these areas can in any timely way respond to that crisis.

However well-intentioned, the net effect of an emergency response to the wilderness management question would be to permit a destructive invasion of wilderness areas without the environmental controls and safeguards now possible. RMOGA supports a careful, responsible exploratory program in our wilderness areas rather than an emergency approach under which the need to produce minerals will override, and possibly sacrifice environmental protection of these areas.

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We believe the inclusion of emergency provisions in legislation is unnecessary, and that such provisions are unrealistic since they convey to the public the false impression that something can be done in the event of an emergency to rectify the premature closure of the nation's wilderness areas. A policy providing for the continuous exploration and development efforts by the private sector in wildernesses in a responsible and environmentally-sound manner will best serve the national interests. Only in this way can wilderness lands be adequately protected, while their energy resources are evaluated and utilized.

Withdrawing Wyoming's wilderness areas from potential production of oil, gas, or other resources is one more limit placed on this state's financial resources by the Federal Government, and further reduces the land base from which mineral resources can be developed. Let us not forget that when we talk about limiting exploration and production, we are also talking about limiting jobs, taxes, schools, and another measure of personal freedom.

At the same time we acknowledge the many good features in the legislation before us today, S. 2118 -- features we would more enthusiastically endorse in a bill of national scope. I am specifically referring to the language in Sections 302(a) and (c), which is most appropriate. Endless, often spurious litigation has for the past several years resulted in continued withdrawal of RARE II lands from mineral entry pending further study and Congressional action. In addition, roadless lands in the RARE II program have been off-limits to mineral development while they have been studied and restudied for more than a decade, beginning with RARE I. We also support the provision in Section 302(b) which releases to multiple use all non-wilderness lands, ending the uncertain status of some 3.6 million acres in Wyoming.

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We believe, however, that the permanent release of lands not included in the National Wilderness Preservation System is an essential component of any wilderness legislation. It is important to note that with enactment of this bill, Wyoming will have almost one-fourth of the state's federal lands formally and informally withdrawn from mineral operations through restrictive land classifications which prohibit or severely restrict mineral development, such as parks, wildlife refuges, and so on. That is nearly one out of every eight acres of all land in the State. Coupled with prohibitive lease stipulations and severe operating restrictions on other open lands, the Federal Government has significantly limited the amount of federal land in Wyoming available for mineral access.

In summary, our challenge is to meet both this nation's energy needs and the national goals for environmental protection. The energy industry has the capability and willingness to do this. Existing laws, regulations, and environmental restrictions, along with advanced technologies and increased reclamation abilities on the part of the energy industry will provide appropriate safeguards for the environment. We cannot accomplish this dual objective, however, if we unnecessarily prevent access to lands that show the greatest promise for energy resources.

EMOGA's membership has deliberated at great length, and has analyzed and contemplated the issues of wilderness withdrawal, release language, and treatment of wilderness study areas. In fairness to our members who do not concur in EMOGA's support of the objectives of S. 2118, we should note that these members believe that the large scale mineral withdrawal included in this legislation constitutes such a serious policy error so as to render its other provisions insignificant. Nonetheless, the majority of our members are repre-

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sented by our decision to appear before you today in support of the objectives of the Wyoming Wilderness Bill.

We recommend, however, that the permanent release of non-wilderness lands be included in the bill's language in lieu of the year 2000 deadline. We are also opposed to the addition of any new wilderness areas beyond the 2.673 million acres of wilderness in Wyoming which would result from enactment of this bill.

Again, let me say that we appreciate the tireless efforts of the Wyoming delegation to reach a compromise in this issue. We believe S. 2118, with the aforementioned change in release language, will serve to quell the political furor over wilderness management, while providing a very necessary statutory end to the uncertain status of other federal lands in Wyoming.

In closing, let me emphasize that we are sensitive to the concerns expressed by those here today, and we fully appreciate the environmental values everyone wants to protect. RMOGA believes protection of the nation's wild lands is indeed extremely important; RMOGA also believes that preservation must be balanced with other national goals and needs.

Thank you, Mr. Chairman, and Members of the Subcommittee, for this opportunity to share our views with you on this critically important issue. We will be happy to try to answer any questions you may have.

Senator WALLOP. Thank you, Mr. Robitaille.
Mr. Baker.

**STATEMENT OF ROBERT L. BAKER, CHIEF FORESTER,
LOUISIANA-PACIFIC CORP., DUBOIS, WYO.**

Mr. BAKER. Thank you, Senator Wallop and members of the subcommittee.

My name is Bob Baker. I am a native born Wyomingite and amateur archeologist and have much experience in the forest. Having graduated from college in forest recreation, I worked for the Forest Service for 2 years managing wilderness areas.

In addition to that, I helped to manage ski areas and after that and since that time I have been working with the timber industry.

I have with me a booklet today that I would like to introduce to the record and I would like to ask if you would consider that booklet.

Senator WALLOP. We will have the booklet as part of the committee's files and reference it from the record. It is difficult from us, as I see the booklet there, to reproduce photographs and other things in the record. We would simply reference it from the report.

Mr. BAKER. Fine. I thought it would be of interest to you to look at some of the photographs while I was talking.

Senator WALLOP. By all means.

Mr. BAKER. One of the things that I have been able to do in my 20 years of working in the forest is see a lot of changes and I thought this book would be of interest because it describes some of those changes. In my 20 years I have seen a mature forest go to over mature, to stagnated stands, to stands that are beginning to die. The thing that this booklet does is it was done in the 1900s by a fellow by the name of Professor Jack who took a photographic record of the bighorns and then their grazing, primarily.

Those records were stored for a long time and after 75 years pulled out and the Forest Service and the Wyoming Historical Society took those photographs again and made this pictorial review.

Some of the pictures that I would like for you to look at specifically are on pages 29, 35, and 55. What they show are the dramatic changes in a forest over a 75-year period. Primarily, that after a fire, the forest comes back in to take over the land and that natural succession is one of the processes that we deal with.

I am here today representing 130 employees of the Louisiana Pacific and the Louisiana Pacific Co., in Dubois, Wyo. We believe that we can improve the productivity of the forest and the wildlife. We believe, also, that we can recover those resources that would otherwise be lost.

One of the other things that is very important to us is to begin growing new trees, healthy forests, and habitats for wildlife. Our employees and our company have the support of our community who can now see for themselves that the only healthy lodge pole pine forests in the Upper Wind River drainage are those forests that were clearcut some 10 to 30 years ago. The rest of the forest is in a situation where mistletoe has parasitized the trees to a point where the majority of the lodge pole pine is dying.

As an example to illustrate my point relative to the support from our community, this last spring, during a municipal election, the chamber of commerce conducted a poll which asked, basically, did the people of Dubois want more wilderness or less wilderness? They referred to the DuNoir situation, to the roads in the DuNoir, and 86 percent of the people in Dubois—these are the Dubois voters—said that they did not want any more wilderness, or that we have enough wilderness.

Gifford Pinchot was the first chief of the U.S. Forest Service. As one of his first acts, he wrote a new Forest Service Manual. He stated in that manual that it would be policy of new managers and new U.S. Forest Service to prevent unfair competition to local people. Study and expansion of wilderness in Wyoming has been unfair to local people. I think that is dramatically illustrated in our Dubois situation here.

Congress has been listening to a local minority, and again, this opinion poll illustrates that point. During the DuNoir hearing the Forest Service conducted in Dubois over the DuNoir, it was indicated that local people were 62 percent in favor of a 28,000-acre or larger wilderness area.

Today, that opinion poll indicates that only 21 percent of those same people are in favor of a larger wilderness area.

Dubois is a small community in the Upper Wind River Valley and has 1,200 people who primarily earn their livings on tourism, livestock grazing, outfitting, and timber harvesting. All of those resources come primarily from these public lands managed by the U.S. Forest Service. We would affect the balance of that community if we lost any one of those, so they are all important to Dubois.

The timber industry has not been big in Wyoming but it is big to communities like Dubois, Afton, Saratoga, Sheridan, and Newcastle. It is very important and this has been recognized by the Forest Service in identifying them as dependent communities.

Some people have the impression that wilderness is favorable to tourism. I would like to quote to you from a statement made by the Wyoming Travel Commission at the time of the RARE II process. This was done in 1978 and it was when Clyde Douglas was the assistant director of the Wyoming Travel Commission.

Clyde said basically this: That the State's second leading industry was based on Wyoming's reputation as a mountain west family vacation area. This reputation developed over the years could quickly change with a major increase in wilderness areas. "Rather than a family vacation," he stated, "Wyoming would be thought of as a State no longer easily accessible to most of the State's traditional visitors."

Traditional family vacations, activities such as camping, site-seeing, snowmobiling, and fishing would be largely eliminated if vehicular access to prime forest recreational lands was prohibited.

Douglas also said that most vacationers in Wyoming are seeking a Rocky Mountain experience that they can enjoy without sacrificing too much of the safety, comfort, and convenience familiar to their urban lifestyle. They neither have the time, training, nor desire to engage in extended wilderness expeditions.

Our industry in Dubois has been struggling for a timber supply for over 10 years now and that struggle has been falling on deaf

ears. We have tried to accommodate our mill size and our efficiency to the available supply and during this last 8 years, we have only been able to get about two-thirds of what we actually need. As a result of that, our mill has had to operate on an inefficient basis. Management will not spend the money to make capital improvements to further improve the capacity and the efficiency of that mill. Therefore, what we have been doing is gradually taking that operation out of that community and not putting anything back because we haven't been able to see a future.

We presently need 21 to 22 million board feet of timber and are only able to buy 16 million feet. If Dubois loses its timber industry, 100 to 130 families will have to be relocated and find new jobs elsewhere.

It is extremely difficult at this point to understand Federal Government legislation favoring wasting both forest and human resources at a time when this Nation is noticing that we need jobs, that we need increased productivity to improve our present economic situation. Is our Nation so wealthy that we can permit hundreds of thousands of acres of forest to a management forum where trees will have to be burned in order to begin growing new trees again.

The "let burn policy" in Yellowstone Park is a good example of that, where the National Park Service plans to burn 10,000 acres of forest every year. Apply that to the wilderness system and you could double that to where we would have to burn 20,000 acres of forest per year. Remember, we are talking about a natural system, and nature doesn't systematically go out and burn 10,000 or 20,000 acres a year. What she does usually is to burn more like 200,000 acres in 10 years or 400,000 acres in 40 years.

Remember also that nature is not selective in what she burns. She will burn the young trees as well as the old trees.

If we set aside lands today as wilderness with the idea that we can come back later if needed, we end up with a situation like what has occurred on the Targhee National Forest where the mount pine beetle devastated the lodge pole pine. We end up with a monoculture with a situation where wildlife is not protected and loses its habitat.

The Wyoming wilderness bill will add 334,600 acres on Sportsman Ridge to these extreme forms of management. There has also been suggestions that we add the corridor and the west slope of the Tetons which would add another 140,000 acres to that extreme form of management.

Our company and our employees and our community basically support the Wyoming wilderness bill. We could not support additions to wilderness that were done just strictly from the standpoint of needing more wilderness.

I have been a city councilman, a member of the Dubois Museum Board of Trustees, a volunteer fireman, a director of the Wyoming Wildlife Federation, a member of the Upper Green River Consensus Group, and very few of these people make the point that we need wilderness for the sake of wilderness. What I primarily hear is that they are asking for areas to perpetuate our wildlife. We know through management that research today gives us a far

better approach to managing wildlife than does the concept of wilderness.

If only the lovers of wildlife understood wildlife habitat like the ancient man in the upper Wind River drainage. The Indians found the bighorn sheep scattered among the burned-over forest among the snags and the grassy areas and the reason they found them there was because fire perpetuated their habitat. The Indians survived there for at least 1,000 years. Think about that for a minute. A thousand years is enough to grow four and five different forests in our part of the country. So that means that there was continual progression and change. The same thing has happened over and over again. We don't know that the Indians actually started any of those fires but we do know that without the fires, there would have been fewer bighorn sheep and there would have been fewer sheep eaters.

One of the problems that is relative to that same area that I am talking about, Whiskey Basin, Torrey Creek drainage and Tom Fitzpatrick Wilderness area, and I wanted to comment on this because I think it is important that Congress understand that wilderness is causing some problems.

We were in such a great hurry to establish wilderness in the Tom Fitzpatrick that we forgot to consider access to the area. The Tom Fitzpatrick sits down behind the Wind River Indian Reservation and access is excluded unless you have permits from the Indian reservation or you travel through the Torrey Creek drainage.

There were only about 400 people traveling into the Tom Fitzpatrick back in the 1960's but today there are as many as 12,000 people traveling into the Tom Fitzpatrick wilderness area. They travel up the simple dirt road over private land where there has never been a right of way acquired. They are camping along several of the glacial formed lakes in the Torrey Creek and the vegetation is disappearing along the edges of those lakes because of the heavy traffic.

Third, the trail head of 50 acres that was established for that wilderness area is sitting on top of one of the oldest and largest archaeological sites in the upper Wind River drainage.

These are the kinds of problems that getting in a hurry to set up large areas of wilderness cause and only the land using planning process can really deal with those things. These are something that congressional legislation has left the private landowners in the State of Wyoming and the U.S. Forest Service to solve.

Does Wyoming and the Nation need this oversized and subsidized wilderness system? We already have 2.2 million acres of forest, and in my statement I gave you a map, a colored map that describes the wilderness areas, the areas that are left for multiple use. Within that 75-mile circle is 2½ million acres of land that is presently identified in some form or another as wilderness. There are only 2.4 million acres of land inside that circle that are left for multiple use. This leaves our small community dependent on a limited supply and forces us to compete with outside areas. It is for that reason that we are concerned about areas like the west slope of the Tetons.

If you take the west slope of the Tetons, put them in the wilderness, then the folks at Rexburg, Idaho, at St. Anthony, Idaho, and also down in Afton, Wyo., will have their timber supply reduced, and in turn, will begin to look at the supply we have available to make use of it.

As I stated before, wilderness legislation will only create more problems. The forest planning process has an opportunity to solve those problems. A system called systems management recommended by Wyoming game and fish biologist suggests that we can have our wildlife by identifying those needed habitats that they need and come up with smaller wilderness-type areas.

Let me just close at this point by saying that the land-use planning process needs your support more so than the wilderness effort. Our people in Dubois were close to the land and we are not asking that the forest and the wildlife be abused for our benefit, only that we be allowed to help grow new trees. We want to maintain our wildlife permanently and we want to provide permanent jobs, and we want to recover those renewable resources.

Thank you, Senator Wallop. That concludes my presentation. I will be glad to answer any questions.

[The prepared statement of Mr. Baker follows:]

STATEMENT BEFORE THE PUBLIC LANDS AND RESERVED WATER
SUBCOMMITTEE ON THE WYOMING WILDERNESS BILL S2119

SENATOR WALLOP, CHAIRMAN

SENATORS MY NAME IS BOB BAKER. I WAS BORN AND RAISED IN WYOMING WHERE I HAVE GAINED A DEEP INTEREST AND A GREAT RESPECT FOR LAND AND WILDLIFE. AS A GRADUATE FORESTER AND AN AMATURE ARCHEOLOGIST I HAVE ALSO HAD THE OPPORTUNITY TO BE CLOSE TO THE LAND AND HAVE LEARNED MANY THINGS : MOSTLY THAT THERE ARE MANY MORE THINGS TO LEARN AND UNDERSTAND ABOUT THE CHANGES WHICH NATURALLY TAKE PLACE WITHIN OUR FOREST LANDS.

I'M HERE TODAY REPRESENTING 130 DUBOIS WYOMING PEOPLE AND THEIR FAMILIES WHO WORK FOR LOUISIANA-PACIFIC CORP., WHO ARE ALSO CLOSE TO THE LAND AND WHO STRONGLY BELIEVE THAT WE CAN IMPROVE THE PRODUCTIVITY OF OUR WILDLIFE AND OUR FOREST RESOURCES MAKING IT POSSIBLE TO RECOVER THESE RESOURCES OTHER-WISE LOST. OUR COMPANY AND OUR EMPLOYEES HAVE THE SUPPORT OF OUR COMMUNITY WHO NOW CAN SEE FOR THEMSELVES THAT THE ONLY HEALTHY LODGE POLE PINE FORESTS IN THE UPPER WIND RIVER DRAINAGE ARE THOSE AREAS THAT WERE CLEAR-CUT 10-30 YEARS AGO. THIS SUPPORT WAS STRONGLY INDICATED IN A RECENT POLL OF DUBOIS VOTERS DURING A RECENT MUNICIPLE ELECTION WHERE 85% WERE OPPOSED TO MORE WILDERNESS.

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DUBOIS, WYOMING IS A SMALL TOWN OF 1200 PEOPLE. THEY EARN THEIR LIVINGS PRIMARILY FROM TOURISM, LIVESTOCK GRAZING, OUTFITTING AND SAWMILLING OR TIMBER HARVESTING. ALL OF THESE INDUSTRIES DEPEND HEAVILY UPON THE SURROUNDING PUBLIC LANDS MANAGED BY THE U.S. FOREST SERVICE. THE WYOMING WILDERNESS BILL AND PREVIOUS WILDERNESS LEGISLATION PROTECTS, FOR AT LEAST THE SHORT TERM, ALL OF THESE FOREST RESOURCES EXCEPT TIMBER HARVESTING. THE TIMBER INDUSTRY MAY NOT BE A BIG INDUSTRY IN WYOMING BUT IT IS IMPORTANT TO TOWNS LIKE AFTON, DUBOIS, ENCAMPMENT, MOUNTAIN VIEW, NEWCASTLE, SARATOGA, AND SHERIDAN THAT ARE IDENTIFIED AS DEPENDENT COMMUNITIES BY THE FEDERAL GOVERNMENT.

IF DUBOIS WERE TO LOSE ITS TIMBER INDUSTRY, BETWEEN 100-130 FAMILIES WILL HAVE TO FIND NEW HOMES AND NEW JOBS. IT IS EXTREMELY DIFFICULT FOR ME TO UNDERSTAND FEDERAL GOVERNMENT LEGISLATION THAT FAVORS WASTING BOTH FOREST AND HUMAN RENEWABLE RESOURCES AT A TIME WHEN THE NEED FOR JOBS AND INCREASED PRODUCTIVITY IS SO APPARENT. IS OUR NATION REALLY SO WEALTHY THAT WE CAN COMMIT HUNDREDS OF THOUSANDS OF ACRES OF FOREST TO A MANAGEMENT FORM WHERE THE TREES WILL HAVE TO BE BURNED IN ORDER TO BEGIN GROWING YOUNG HEALTHY TREES AGAIN? OR AS AN ALTERNATIVE ARE WE WILLING TO ALLOW INSECT DAMAGE LIKE HAS OCCURRED ON THE TARGHEE NATIONAL FOREST AND THEN USE MAJOR TIMBER HARVEST WHICH HAS RESULTED IN A BIOLOGICAL DESERT AND A MONOCULTURE SEVERLY LIMITING WILDLIFE.

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THE WYOMING WILDERNESS BILL WILL ADD 34,600 ACRES OF FOREST LAND ON SPORTSMAN RIDGE TO THESE EXTREME FORMS OF MANAGEMENT AND SOME SUGGESTED CHANGES IN THE BILL TO ADD THE CORRIDOR AND WEST SLOPE TETON WOULD ADD ANOTHER 140,000 ACRES.

OUR EMPLOYEES AND OUR COMPANY BASICALLY SUPPORT THE WYOMING WILDERNESS BILL IN ITS PRESENT FORM; EXCEPT FOR THE INCLUSION OF SPORTSMAN RIDGE AND TOSI CREEK BASIN AND THE LANGUAGE THAT WOULD LEGISLATIVELY CLOSE ANY ROADS CONSTRUCTED OR RECONSTRUCTED IN THE DUNOIR. WE COULD NOT SUPPORT A WILDERNESS BILL THAT ADDED MORE WILDERNESS FOR THE SAKE OF WILDERNESS LIKE THE CORRIDOR AND WEST SLOPE TETONS.

I HAVE BEEN A CITY COUNCILMAN, A VOLUNTEER FIREMAN, DUBOIS MUSEUM TRUSTEE, WYOMING WILDLIFE FEDERATION DIRECTOR, WYOMING RESOURCE USERS COALITION MEMBER, UPPER GREEN RIVER CONSENSUS GROUP MEMBER, AND MEMBER OF THE WYOMING TIMBER INDUSTRY ASSOCIATION. THESE GROUPS ARE MADE UP OF A WIDE VARIETY OF INTERESTS AND COME FROM ALL WALKS OF LIFE. I HAVE HEARD VERY FEW PEOPLE STATING THAT THEY WANT WILDERNESS FOR THE SAKE OF WILDERNESS AND EXCEPT FOR SOME OF THE REAL EXTREMIST THOSE WHO ARE IN FAVOR OF MORE WILDERNESS ARE PRIMARILY CONCERNED FOR PERPETUATING WILDLIFE AND WILDLIFE HABITAT. THESE SAME PEOPLE HAVE REAL DIFFICULTY UNDERSTANDING WHY OUR ELK, BUFFALO AND BIG HORN SHEEP IN YELLOWSTONE NATIONAL PARK ARE NOW IN ILL HEALTH FROM DISEASE AND WHY THE POPULATIONS OF BIG HORN SHEEP AND ELK ARE DECLINING.

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IF ONLY THESE LOVERS OF WILDLIFE UNDERSTOOD OUR WILDLIFE LIKE THE ANCIENT PEOPLE OF THE UPPER WIND RIVER DRAINAGE AND THE ABSAROKA MOUNTAINS WHO WERE SOME TIMES CALLED "SHEEP EATERS" OR TUKADÜKA. THESE PEOPLE FOUND LARGE NUMBERS OF BIG HORN SHEEP AMONG THE FALLEN TREES AND SNAGS CAUSED BY LARGE FOREST FIRES AND THEY SURVIVED FOR OVER 1,000 YEARS AND POSSIBLY AS LONG AS 3,500 YEARS USING THE BIG HORN SHEEP AS THEIR MAJOR FOOD SUPPLY. WHILE WE DON'T KNOW YET THAT THE SHEEPEATERS ACTUALLY SET THE FIRES THAT PROVIDED BIG HORN SHEEP WITH VERY FAVORABLE HABITAT, YOU CAN BE SURE THAT WITHOUT THE FIRES THERE WOULD HAVE BEEN FEWER SHEEP AND THEREBY FEWER TUKADÜKA. TODAY'S RESEARCH STRONGLY INDICATES THAT BIG HORNS DO NOT SEARCH OUT NEW HABITAT AND THAT WITHOUT THE FIRES THEIR PRESENT HABITATS WILL GRADUALLY DECLINE IN SIZE AND VALUE. OF THE SIX DIFFERENT VEGETATIVE AND LAND TYPES PREFERRED BY THESE SHEEP; ONLY COVER FROM THE WEATHER, PREDATORS AND MAN ARE FAVORED BY EXCLUDING FIRE. MANAGEMENT AND IMPROVED FLEXIBILITY WILL BE REQUIRED TO MAINTAIN AND OR IMPROVE BIG HORN SHEEP HABITAT. IN THE CASE OF THE TOM FITZPATRIC WHERE THE LAND IS ROCKY AND STEEP WE MAY HAVE NO CHOICE BUT TO STAND BACK AND WATCH IT BURN; BUT THE POINT IS THAT AREAS LIKE SPORTSMEN RIDGE, THE CORRIDOR AND WEST SLOPE OF THE TETONS WE DO HAVE A CHOICE, UNLESS THESE AREAS ARE CLASSIFIED WILDERNESS.

IN WYOMING WE STILL MANAGE OUR WILDLIFE IN ORDER THAT IT

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IT MAY BE HUNTED INSTEAD OF REALIZING THAT "HUNTING" IS A TOOL TO MANAGE OUR WILDLIFE. HOW MANY PEOPLE WOULD EVEN CONSIDER ALLOWING THE ELK ON THE JACKSON HOLE NATIONAL ELK REFUGE TO DIE FROM STARVATION OR WINTER KILL RATHER THAN HARVEST THE SURPLUS AS A RECOVERABLE RESOURCE? THIS IS EXACTLY WHAT IS BEING SUGGESTED FOR THE FOREST LANDS INCLUDED ON SPORTSMAN RIDGE, CORRIDOR AND WEST SLOPE TETONS. THE CLASSIFICATION OF THESE LANDS AS WILDERNESS WOULD BE A POLITICAL COMPROMISE AND I QUESTION THAT THESE FORESTS AND THEIR WILDLIFE SHOULD EVER BE POLITICALLY COMPROMISED! ?

WE ALREADY HAVE 2,200,000 ACRES OF WYOMING LAND CLASSIFIED AS WILDERNESS. FIRST WE PUT UP A SIGN AND CALLED IT WILDERNESS AND THEN WE GLORIFIED THE NAME, LIKE ADDING NEON LIGHTS, AND CALLED THESE AREAS THE BRIDGER, SALVAGE RUN, TETON, TOM FITZPATRIC, AND THE WASHAKIE. THE U.S. FOREST SERVICE, THE STATE OF WYOMING, AND PRIVATE LAND OWNERS SURE NEED SOME MORE OF THIS KIND OF CONGRESSIONAL HELP! HELP LIKE THE KIND WE RECEIVED WHEN THE TOM FITZPATRIC WAS CLASSIFIED WILDERNESS. FIRST OF ALL CONGRESS CHANGED THE NAME FROM THE GLACIER AND LOCAL PEOPLE DIDN'T KNOW WHAT AREAS OF LAND WAS BEING DISCUSSED. THIS AREA HAD FEWER THAN 400 VISITORS PER YEAR DURING THE 1960S AND TODAY IT SERVES UP TO 12,000 PEOPLE. IN THE RUSH TO CREAT NEW WILDERNESS ACCESS TO THE AREA WAS ALL BUT IGNORED AND NOW MOST OF THOSE 12,000 VISITORS ARE TRAVELING UP THE TORREY CREEK DRAINAGE OVER PRIVATE LAND

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WITHOUT A RIGHT-OF-WAY. THE VEGETATION IS DISAPPEARING FROM THE EDGES OF THE GLACIAL FORMED LAKES BECAUSE OF CAMPING AND FISHING PRESSURE AND THE 50 ACRE TRAIL HEAD ESTABLISHED AT THE ENTRANCE TO THE WILDERNESS LIES DIRECTLY ON TOP OF ONE OF THE LARGEST AND OLDEST ANCIENT MAN ARCHEOLOGICAL SITES IN THE UPPER WIND RIVER DRAINAGE. THESE LARGE NUMBER OF VISITORS AND THE PROBABILITY OF EVEN LARGER NUMBERS OF WILDERNESS USERS POSE A SERVIOUS THREAT TO THE TORREY CREEK DRAINAGE, THE BIG HORN SHEEP THAT WINTER THERE AND THE PETROGLYPHS LEFT THERE OVER 1,000 YEARS AGO.

LEGISLATION OF MORE WILDERNESS WILL ONLY CREATE MORE PROBLEMS WHILE THE FOREST LAND USE PLANNING PROCESS WILL AT LEAST BE ABLE TO DEAL WITH THOSE PROBLEMS AND FIND REASONABLE SOLUTIONS. STATE OF THE ART RESEARCH AND MANAGEMENT COUPLED WITH LAND MANAGERS WORKING WITH LOCAL PEOPLE TO DEAL WITH THE SOCIAL PROBLEMS HAS THE GREATEST POTENTIAL OF ANY LAND MANAGEMENT CONCEPT FOR FINDING REAL SOLUTIONS. INVOLVING LOCAL AND REGIONAL PEOPLE IN THE PROCESS WILL HELP TO INFORM PEOPLE THAT THESE LANDS AND THEIR WILDLIFE ARE A PRIVILEGE TO USE RAHTER THAN A GOD GIVEN RIGHT AND THIS NEW KNOWLEDGE THRU INVOLVEMENT WILL MAKE SUPPORTERS OF LAND AND WILDLIFE MANAGEMENT INSTEAD OF WINNERS OR LOSERS OF SOME POLITICAL DECISION. THE FUTURE OF OUR WILDLIFE DEPENDS LARGELY UPON STARTING THE NATURAL PROCESSES OVER, GROWING NEW TREES AND PUBLIC UNDERSTANDING. YOUR SUPPORT OF THE FOREST PLANNING

STATEMENT BY BOB BAKER

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PROCESS IS NEEDED FAR MORE THAN CLASSIFYING NEW WILDERNESS.

TIMBER HARVESTING IS ALSO A TOOL TO BE USED TO MANAGE THESE FORESTS AND THEIR WILDLIFE. IT NOT ONLY ACCOMPLISHES THE JOB OF STARTING THE ECOLOGICAL PROCESS OVER, GROWING NEW TREES, AND GENERATING MONEY TO ACCOMPLISH OTHER NEEDED MANAGEMENT IT KEEPS LARGE NUMBERS OF PEOPLE CLOSE TO THE LAND WHO WILL HELP TO DEFEND THE FOREST AND WILDLIFE FROM OUTSIDE POLITICAL PRESSURE. REMOVING LANDS LIKE THE SPORTSMAN RIDGE, CORRIDOR, WEST SLOPE TETONS (175,000 ACRES TOTAL) FROM INTENSIVE MANAGEMENT IS EXPENSIVE AND RESULTS IN A NET LOSS TO THE AMERICAN TAX PAYER OF \$6.25 PER ACRE PER YEAR. THIS LOST REVENUE OF \$1,135,000 PER YEAR COULD BE USED BY THE FEDERAL GOVERNMENT TO STIMULATE NEEDED JOBS AND/OR TO HELP HEAT THE HOMES OF PEOPLE WHO ARE UNABLE TO HELP THEMSELVES.

OUR INDUSTRY IS NOT ASKING THAT THE FOREST AND WILDLIFE BE ABUSED FOR OUR BENEFIT ONLY THAT WE BE ALLOWED TO HELP GROW NEW TREES, MAINTAIN OUR WILDLIFE AND PROVIDE JOBS BY RECOVERING THOSE RENEWABLE FOREST RESOURCES.

DUBOIS AREA RESIDENT SURVEY

Dear Dubois Area Resident,

We are conducting a survey to determine the majority opinion on the questions over wilderness use, the Dunoir Study Area, and economic growth related to our community.

The Dubois Chamber of Commerce would appreciate you taking the time to complete this short questionnaire. Results of this questionnaire will be published in our local Dubois newspaper.

Thank you for your cooperation.

The Dubois Chamber of Commerce

- 410 RESPONSES
1. Do you feel our Dubois Area has too much, too little, or just enough wilderness?
 86% 54% A. 223 Just enough
 TOO MUCH OR 14% B. 58 Too little
 JUST ENOUGH 31% C. 139 Too much
- 416 RESPONSES
2. What uses should be made of the Dunoir Study Area Lands?
 76% FAVOR A. 253 Livestock Grazing 61%
 MULTIPLE USE B. 249 Timber Harvesting 60%
 24% WILDERNESS C. 133 Oil and Gas 32%
 D. 205 Snowmobiling 49%
 E. 306 Recreation 74%
 F. 98 Wilderness 24%
- 393 RESPONSES
3. Of the four proposals for a Dunoir Wilderness, how much of the Dunoir drainage do you feel should be classified as Wilderness?
 79% FAVOR
 11,100 ACRES OR LESS
 41% A. 160 None
 38% B. 150 11,100 acres (Forest Service & Wyo. Deligation Proposal)
 11% C. 45 28,800 acres (Congressional Study Area)
 10% D. 38 42,000 acres (Wyo. Wilderness Coalition Alternative)
- 405 RESPONSES
4. Additional roads in the Dunoir drainage could affect elk migration. Would you be willing to allow the construction of roads which would be opened or closed by the U.S. Forest Service to meet the needs of Wildlife Management?
 73% FAVOR
 ROADS
 73% A. 295 Yes
 27% B. 110 No
- 416 RESPONSES
5. What kind of growth would you favor for our Dubois Area?
 6% A. 23 No Growth
 62% B. 258 Industrial (small, non-polluting)
 25% C. 105 Oil and Gas
 58% D. 240 Timber
 67% E. 280 Recreation
 62% F. 259 Tourism
 49% G. 202 Retirement and Second Home
- (1) RECREATION (5) RETIREMENT + SECOND HOME
 (2+3) TOURISM + INDUSTRIAL (6) OIL + GAS
 (4) TIMBER LAST NO GROWTH

Statement from: John C. Murdock
Dubois, Wyoming

STATEMENT OF THE SIGNIFICANCE OF THE COSTS CONSEQUENCES OF
LAND CLASSIFICATION AND ESTIMATES OF COSTS
OF DUNOIR WILDERNESS STATUS

This statement and the analysis upon which it is built is intended to direct light to a major consequence of land-use classification that I feel is often not adequately taken into account in governmental land classification decisions, namely, the effect of the classification on the economic efficiency of the land resource involved.

The DuNoir Special Management Unit serves as a demonstration vehicle for this contention in that, to my knowledge at any rate, essentially no analysis of the relative economic efficiency of alternative classifications for the Unit have been carried out on a complete basis. I have undertaken to do this within the limits of time available to me.

The statement which follows outlines the results of my analysis and attempts to explore briefly the nature of costs used to reflect the magnitude of the economic inefficiency of the DuNoir Unit when confined to the Wilderness classification.

Costs are the way we measure economic inefficiency. And the cost estimates which accompany this statement indicate that the Wilderness status is not an economically efficient classification for the DuNoir. Since the cost estimates have been made using conservative methods, it is fair to conclude that the Wilderness classification placed on the DuNoir Unit will, in fact, mean economic inefficiency for that Unit. Moreover, the analysis shows that it is a considerable inefficiency. This would be of considerable importance to the nearby community of Dubois and of not trivial importance to the nation.

And the cost of economic inefficiency is real, not just numbers or dollar signs. It makes its impact as a burden on the federal budget, as a reduction in the availability of forest products, as reduced accessibility to the national forest and its delights for a wide swath of the American public--potential users of the Forest who cannot avail themselves of its use in forms permitted under Wilderness status, and, as an aggravating factor in inflation.

These are all real and consequential values to our society. The cost estimates which are presented with this statement measure the value or importance of these real costs in dollar terms. This is the conventional way of presenting costs and it is convenient because it makes the overall magnitude of all the elements of the total cost easier to comprehend. But it does not take away an ounce of the reality of the values and satisfactions lost to members of the public which would result from the economically inefficient use of land in the DuNoir Unit.

What these cost estimates do is create a consideration of legitimate concern and of measurable size which must be counterbalanced (or bested) by some other compensating justification--if the designation of Wilderness is to be put rationally on the DuNoir Unit. Certainly some kinds of values other than those associated with economic efficiency and sufficient to compensate for the costs may be associated with Wilderness status. It would seem most useful if these other values could be presented with enough clarity and precision to permit them to be meaningfully compared with the cost estimates.

Nature of the Costs Involved in the Designation of the DuNoir Unit as Wilderness

The costs which arise from the transfer and establishment of the DuNoir Unit in the Wilderness System are of two types:

- a. The developmental and operating costs of adding this area to the Wilderness System (less receipts to the Forest Service arising from the Unit being in the Wilderness System, if any.) This type of cost will be referred to as Wilderness Implementation Cost.
- b. The net receipts (if any) foregone as a result of excluding alternative possible uses to which the DuNoir Unit could be put under Forest Service management--had it not been committed to the Wilderness System. This type of cost amounts to the value of lost or foregone opportunities which the Forest Service and society must give up to achieve Wilderness status for the DuNoir Unit. Accordingly, it will be referred to as Alternative Opportunity Cost.

The costs (of both types) also possess other features which make their consideration somewhat complex. Most significantly, all the costs which should properly be considered do not occur at the same time. Some costs, such as those incurred in the development of the Wilderness status, are essentially current or immediate. Others are incurred only in the future--but being implied by the Unit's classification at the time of classification--must be taken into consideration at present.

The costs incurred (or any receipts to be realized) only at some future time must be discounted. The society prefers to have good things now rather than later, so it values those things available only in the future at a discount in comparison with similar things available presently. With bad things, the further they are in the future, the less bad they seem. So they too are discounted. The size of the discount is a function of the level of the dis-

count rate and the time distance between the present and that future point at which the cost is to be incurred or the receipt to be received. A higher discount rate or a longer period of time into the future increases the discount of a future cost or a future receipt--or what is the same thing, decreases its present value.

The consideration of future costs or receipts requires that they be put on the same footing. This is done by considering what their values are at the present time; the values are 'discounted to the present' using the framework provided by the discount rate.

The data on development costs, operating costs, and operating receipts have been taken from the U.S.D.A. Forest Service Draft Environment Statement Study Report for the DuNoir Special Management Unit, dated 10/9/72. Because the lapse of time since has seen a significant decline in the value of the dollar (or what is the same thing, a substantial rise in the general level of prices), costs will be finally converted into December, 1981 dollars (which will be termed 1982 dollars). The GNP Deflator, taken from the Survey of Current Business was used for this conversion. Base year: 1972.

Estimating the Cost of Wilderness Classification for the DuNoir Special Management Unit expressed in terms of Present Value of Net Costs.

<u>A. Wilderness Implementation Cost</u>	<u>1972 dollars</u>	<u>1982 dollars</u>
Wilderness Development Cost	\$144,500	\$281,775

(This figure is the cost of development, given that it is paid immediately. This, in fact, is the least cost approach with a 7% discount and interest rate. A sufficiently high discount rate, however, could make a long amortization period--or even

paying interest indefinitely, attractive because the present value of such a procedure would fall below the immediate payment route.)

<u>Annual Operating Cost as Wilderness</u>	<u>1972 dollars</u>	<u>1982 dollars</u>
Gross Annual Operating Costs	\$5,030	\$9,809
Less: Annual Operating Receipts	2,445	\$4,768
Net Annual Operating Costs	\$2,586	\$5,041

The present value of this series of Net Annual Operating Costs extended for an indefinitely long period into the future is:

\$37,266	\$72,670
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Combining Development and Operating Costs at present value to obtain the Wilderness Implementation Cost we have:

\$181,766	\$354,445
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b. Alternative Opportunity Cost

The basis for the Alternative Opportunity Cost is the most productive alternative classification available to the DuNoir Special Management Unit. In the Forest Service's Draft Environment Statement this is shown as the Intensive Management Option. While this option is much more costly, in terms of development outlays, and while these must be repaid, its substantial production of net receipts on an ongoing annual basis generate a substantial present value which, because it must be foregone if the DuNoir Unit is classified as Wilderness, constitutes a cost of Wilderness classification for the Unit. The relevant figures follow:

Intensive Management Development Cost	\$723,000	\$1,409,850
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Operations from the Intensive Management mode must recoup this outlay. From the following figures on operations, it is apparent this is

possible:

<u>Annual Operating Costs-Intensive Management</u>	<u>1972 dollars</u>	<u>1982 dollars</u>
Gross Annual Operating Receipts	\$106,242	\$206,172
Less: Annual Operating Cost	14,250	27,788
Net Annual Operating Receipts	\$ 91,992	\$179,384

With a 7% interest paid on the estimated outlay for the first year and on the outstanding balance in subsequent years, the Development Cost plus interest is self-liquidating in 11 years 10 months.

After this early period, the Intensive Management classification for the DuNoir Unit begins to generate a series of annual net operating receipts (as shown above) that when discounted to present value become the Alternative Opportunity Cost for Wilderness Classification. Although this stream of receipts is discounted because it only begins after 11 years 10 months, the series extends for an indefinitely long period into the future since it is based on sustainable operations in the DuNoir Unit, as indicated in the Forest Service Draft Environment Statement. Discounted at the same 7% rate, the present value of the Intensive Management operation of the DuNoir Unit is:

\$677,735 \$1,321,583

We have then, finally, to combine the cost estimates for Wilderness Implementation and for Alternative Opportunity:

\$859,501 \$1,676,028

This is the measure of the economic inefficiency of the Wilderness classification option for the DuNoir Unit. It translates to a per acre basis of \$58.20 in current (1982) dollars, for each of the 28,800 acres in the Unit.

While not insuperable, this is a substantial cost to American society and on which properly should have at least to be made up in some clear and definable values arising from Wilderness classification.*

*-All computation series can be made available upon request.

Senator WALLOP. Thank you, Mr. Baker.

I would just like to take a minute to welcome Senator Simpson back from Wyoming. He will be with us for the remainder of the hearing.

Mr. Clark.

STATEMENT OF JAMES F. CLARK, ATTORNEY FOR ROBERTSON, MONAGLE, ESTAUGH, & BRADLEY, JUNEAU, ALASKA, REPRESENTING THE NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. CLARK. Mr. Chairman, my name is Jim Clark. I am counsel of the Alaska Loggers Association. I am here before you today as a member of the National Forest Products Land Withdrawal Committee.

We would like to commend the Wyoming delegation for the hard work in bringing, essentially, RARE II to a close for Wyoming. I think that everyone involved land and natural resources law is aware of the fine effort that the delegation of Wyoming has put together to get this bill before us.

In putting this bill together you have recognized that industry and the Forest Service in Wyoming need resolution in order to have the certainty necessary to do the long-range planning, both the long-range planning process for good and wise and balance land use planning, as well as the best business decisions to benefit Wyoming economically.

In the same way we need certainty in resolution of the RARE II issue nationwide. We would like to recommend to your attention again, and we are aware that you are aware of it from before, the efforts being made by the National Forest Products Association on the national basis to bring RARE II to a close. This issue has been with us for many, many years, far too long. It is time to conclude this with a responsible, aggressive approach to finalize the RARE II issue. We would urge that you consider amending this bill to include the S. 842 language which the administration supports, or get S. 842 passed separately this year so that just as we have concluded with this bill that you have before you, the Wyoming RARE II process, we conclude the nationwide RARE II process and get that issue completed so that industry, the Forest Service, and other users of our national forest can have some kind of certainty and have some type of understanding of where we go from here instead of having this issue hang on and hang on and hang on.

So again we commend the Wyoming delegation for concluding RARE II for Wyoming and we would hope that you consider helping to conclude RARE II.

Thank you for that, Senator.

[The prepared statement of Mr. Clark follows:]



NATIONAL FOREST PRODUCTS ASSOCIATION

1619 Massachusetts Avenue, N. W., Washington, D. C. 20036

STATEMENT OF JAMES F. CLARK
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
ON
S. 2118, THE WYOMING WILDERNESS ACT OF 1982
AUGUST 18, 1982

Mr. Chairman, members of the Committee, I am James F. Clark, Attorney for Robertson, Monagle, Eastaugh, and Bradley, located in Juneau, Alaska. Today I am representing the National Forest Products Association as Chairman of the Land Withdrawal Committee. I am testifying on behalf of the 31 federated forest products industry associations as well as the individual companies that hold membership in NFPA. The National Forest Products Association (NFPA) represents more than 2,500 companies that are engaged in tree growing, wood products manufacture, and distribution.

I would like to focus today's testimony on the need for statutory national release language and to endorse the position taken by our industry members in Wyoming on S. 2118 regarding wilderness additions in Wyoming.

The nation must make the best, most balanced use of its natural resources if these resources are to benefit all citizens and contribute to revitalizing the economy. The forest industry supports the President's economic program. Part of our national revitalization must be to settle the Wilderness issue deadlock on the National Forests so these lands can help meet soaring consumer demand for essential resources and contribute to economic recovery.

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Managing a forest is a very long-range proposition. What you will be able to harvest 40 to 80 years from now depends on what you do today. The actions you take, or don't take, today will have consequences for generations still unborn.

The RARE II Review Act of 1981, S. 842, would aid National Forest planning and management by putting into effect the RARE II decision. Passage of S. 842, separately or as a title in S. 2118, would clearly let the Forest Service know which lands are available for multiple-purpose use so it can get on with the job of managing the resources of the National Forests to the nation's benefit.

The basic element in forest management is the land base. Forest managers must know how much land is available for management -- and will continue to be available.

RARE II, the Forest Service's second Roadless Area Review and Evaluation, has been tying up management of National Forest lands because its recommendations have not been put into effect. Resolving RARE II is one of the most important tasks before Congress.

The aim of RARE II was to let Congress and the public settle which lands are to be available for general recreation and commodity uses and which for Wilderness, so that all the roadless land would not be tied up indefinitely simply because it was potential Wilderness.

In 1979, eight years after the study of these lands began, the Carter Administration announced its recommendations for using the land: 15 million acres would be added to the nation's Wilderness system; 36 million acres would be returned to non-Wilderness multiple

uses; and 11 million acres would be studied further. The Administration sent the recommendations to Congress since only Congress can designate land as Wilderness.

Technically, the lands recommended for non-Wilderness in RARE II are available for multiple use management. But in reality, any decision the Forest Service makes about developing the land is likely to be met with an array of appeals, court suits, and political action. In the states of Oregon and Washington, for example, more than 50 appeals already have been filed following Forest Service announcement of non-Wilderness activities, particularly timber sales, on RARE II non-Wilderness lands.

S. 842 is needed to give the Forest Service the direction it needs. Release of non-Wilderness lands would not preclude any future Congress from designating any of these lands as Wilderness.

As long as uncertainty remains about the use of these lands, the forest industry must realistically consider them as potential Wilderness. This affects investment decisions and the industry's ability to meet demand for wood products in the future.

S. 842 also places time limits on Congress for enacting RARE II Wilderness recommendations. The time limits would encourage Congress to proceed with due consideration in settling this issue. Four sessions of Congress should be sufficient time for Congress to decide whether land should or should not be Wilderness.

So far, Congress has been implementing the RARE II decisions on a state-by-state basis. On its face this method appears to be the most practical way to handle Wilderness designations because of the confusion and interests which must be accommodated in determining and settling local Wilderness boundaries. But the effects of

additions to the Wilderness system need to be added up and viewed as a whole. This can be done by releasing the RARE II non-Wilderness lands as a first step. The state-by-state approach does not, and has not worked in providing a uniform release time period in every state.

Release legislation would reinforce the National Forest Management Act. NFMA cannot work well unless the basic land issue is resolved. RARE II could support NFMA, making it possible to plan multiple-use activities with the knowledge that the Wilderness option had been thoroughly considered.

Release of the non-Wilderness lands would allow planners to get on with their job without interruption every 10 years. Certainty about the land base and future timber supply is essential now for the Forest Service to plan multiple-use activities for the next 40 to 80 years. It is impossible for the Forest Service to do this with a land base that is continually slipping away.

Nor would release legislation cut out the citizens' right to be heard on the question of forest use. The RARE II study incorporated a comprehensive public-involvement process, as spelled out in the National Environmental Policy Act. The public involvement phase of RARE II allowed all citizens to be heard and to supply site-specific data on all roadless areas. It was the largest planning effort ever developed.

S. 842 would reinforce the RARE II final environmental impact statement which is sufficiently sound and represents a base-line proposal Congress can use for considering Wilderness designations.

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The RARE II decision provides a reference point for public debate. Congress should address the Wilderness question in a time frame that meets the needs of the country. But immediate release of the non-Wilderness lands is an essential first step to establish a land base on which resource use decisions can be made.

The forest industry has used the general balance achieved in the RARE II Wilderness proposals as a baseline for addressing the Wilderness issue. Yet Wilderness advocates appear unwilling to endorse release of the non-Wilderness lands. They seem to be saying, "What's mine is mine, and what's yours is up for grabs."

A stable land base for timber production is essential. All forecasts of demand levels as the post-World War II babies reach household formation age. Housing demand is projected to increase substantially over the annual average of housing starts from 1970 to 1978. Long-term demand for wood and paper products through the year 2030 is projected to double from 1977 levels, according to latest Forest Service forecasts.

There is no shortage of wood. Enough softwood timber is now standing in this country's forests, both public and private, to build nearly three times as many houses as the country has today. The crisis is one of land use decision-making. Resolving RARE II is a first step toward solving the problem.

Indecision on land use will result in increasingly inflationary wood product prices and a greater international trade deficit in volumes of wood products. This is not in the nation's best interests,

especially when it is recognized that, with improvement in forest productivity, this country could not only supply our domestic needs at reasonable price levels, but also could be a major world supplier of wood.

Opportunities also exist to increase employment in the forest industry and in building and related service industries by improving National Forest timber productivity. For every timber industry job at least two more jobs in related industry are created, according to an independent consulting firm.

After extensive study, the forest industry has adopted a timber supply program which it is recommending to Congress and the Administration. The industry's consumer-oriented policy is aimed at (1) holding down consumer costs through an adequate domestic supply of wood, and (2) building the potential for an international net trade surplus of forest products.

Industry's timber supply goals call for increased levels of productivity from all forest ownerships -- federal, industry, and private non-industrial forests. These goals would have these results:

- By 2030, total softwood timber harvests would increase 50 percent.

- National Forest timber supply would increase 45 percent by 2000.

- Timber supply from industry-owned lands would increase 20 percent by 2030.

- Timber supply from private non-industrial woodlands would increase 84 percent by 2030.

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To achieve these goals, land must be available for timber growing more trees must be planted, lands must be managed wisely and intensively, and a favorable climate must be created for investments in forestry.

But to begin to reach these goals, the land use paralysis must be cured now.

The first essential step to end the paralysis on the National Forests is to settle the question of how the land will be used. The provisions of S. 842, the RARE II Review Act of 1981, gives our federal land managers direction from Congress on the general use of millions of acres of National Forest land. We support this legislation and urge its prompt processing by the Senate.

Mr. Chairman, members of the committee, this concludes my prepared statement. I will be glad to answer any questions that you have.

Senator WALLOP. Would you like to make a statement?

**STATEMENT OF HON. ALAN K. SIMPSON, A U.S. SENATOR FROM
THE STATE OF WYOMING**

Senator SIMPSON. I apologize for being late. I did just step off a plane. It was a marvelous benefit for my father. Your remarks and your videotaped message was well received and much appreciated. It was a roast and he loved it.

I welcome my friend George Dibble there and Bob Baker and Rick. I don't know Mr. Clark but I certainly know the other three. It is good to see you and I appreciate your testimony.

I have a very brief statement that I will enter into the record, Mr. Chairman, by just saying that it is a pleasure to be here and to have this distinguished list of witnesses. Hopefully we can come up with something. The three members of the delegation are very much alert to what we need to do. We have had hearings in Wyoming and it is a rich and intriguing issue. Hopefully we will gain enough from your comments and other public hearings to come up with a full, rounded piece of legislation.

It is controversial. We do feel that we should have release language. I think that is a very important part of the process. We must be on the right track because so many are discussing all aspects of it. There are detractors on all sides so we must be getting pretty close.

Anyway, thank you for being here.

Senator WALLOP. There is a curious double standard and that is that the issue of national release is too complicated to accomplish

in a nationwide bill but the issue of national withdrawal is much too simple for a State-by-State basis. I don't quite follow the logic. There may be some.

Rick, could you make available to the committee the questions and responses to the poll that you referenced in your testimony, just that which relates to the wilderness issue which is before us?

Mr. ROBITAILLE. I think we can, Senator. Mine are preliminary results. They are not in final form but we would be happy to forward them to you.

Senator WALLOP. I think it would be helpful to have both the questions and answers.

Bob, do you have evidence of other areas of the State being damaged by the so-called wilderness?

Mr. BAKER. Senator Wallop, no evidence that I am personally familiar with, only that I have been working with this Upper Green River consensus group for the last 6 months and those folks that are familiar with that part of the country over there have indicated a similar problem with the Bridger Wilderness Area—that access points are heavily used and that there are specific sites inside the Wilderness Areas that are heavily used and the Forest Service is having some difficulty spreading that use out over the entire wilderness area.

When you consider the numbers of people that are now coming to Wyoming's wilderness—first we put a sign on it and called it wilderness. Then we had to make it more attractive so we gave it a pretty name like the Tom Fitzpatrick, or the Bridger, or the Teton. We put it in neon lights and we are starting to attract hundreds and thousands of people.

Senator WALLOP. In the Big Horn National Forest I have a friend that runs a sporting goods store in Sheridan and he finds it almost impossible to divert visitors from the primitive area. People come to his shop and say: "How do I get to it?"

He would tell them that they would have a much better fishing experience and opportunity down here and simply couldn't get them to. I know from my own experience that it wasn't like it once was in terms of being able to visit it.

One of the things that has crossed our minds on those smaller areas, especially near Colorado, as to whether or not you don't mind designating them and creating them. The territory itself does not change by designating them but public awareness does and you just wonder—Tom, did you have something?

Senator SIMPSON. I am interested too, Malcolm, in what use any members of the panel would have as to prime areas that might be considered for wilderness in the eastern part of Wyoming, the southeastern part of Wyoming, the Medicine Bowl National Forest, what are areas that you believe might receive consideration there? Do you have any comment?

Mr. DIBBLE. I think everybody is afraid to mention any more that might slip into the bill.

Senator SIMPSON. George, you have never been shy, why don't you just jump into it.

Mr. DIBBLE. Which hat do you want me to wear?

Actually, I know what you are asking Senator, and I am not so sure that I am prepared to say specifically which areas. As I stated

in my testimony, I think this is a fair shot at balancing out the need for any additional wilderness areas versus the consideration of not going overboard. I really am not prepared to say specifically which of those areas.

Mr. BAKER. Senator Simpson?

Senator SIMPSON. Yes?

Mr. BAKER. I might make a comment in that regard. I am not that familiar with the eastern part of the State or the southern part of the State relative to the wilderness issue in that case, but I might suggest that if you were interested in a position from the timber industry, that you might talk with the local industry and see if there is some opportunity.

Senator WALLOP. It is worth pursuing.

I want to thank you all very much.

The next witness is Phil Hocker, conservation chairman, the Sierra Club, Wyoming chapter, Wilson, Wyo.; Peter D. Coppelman, forest issues specialist and counsel, the Wilderness Society, Washington, D.C.; Cindy Morgan, Jackson Hole Alliance for Responsible Planning, Jackson Hole, Wyo.; Richard Snowden, attorney, Washington, D.C.

**STATEMENT OF PHILIP M. HOCKER, CONSERVATION CHAIRMAN,
THE SIERRA CLUB, WYOMING CHAPTER, WILSON, WYO.**

Mr. HOCKER. Mr. Chairman and members of the committee, thank you for the chance to testify today. I have written testimony which I believe you have copies of. I would like to touch over that lightly and also pick up a few points in addition to that and then respond to any questions or anything else you would like to go into.

I am Philip M. Hocker. I am a licensed architect and have my own professional practice in Jackson Hole, Wyo. I thank you for the opportunity to speak today regarding S. 2118, the Wyoming Wilderness Act of 1982.

It is my privilege to speak as conservation chairman of the Wyoming chapter of the Sierra Club, representing the over 700 members in the club in Wyoming and the concerns of over 300,000 Sierra Club members nationwide.

I also owe a debt of gratitude to many others outside the club to make it possible for me to be here today.

As you are aware, the wilderness issue is in the forefront of public concern in Wyoming; many, many supporters of wilderness would have liked to have been able to speak at this hearing, but have been unable to leave their homes and jobs to come here. Still, their eyes are watching us here today, with concern. I would add that they are concerned because——

Senator WALLOP. I don't mean to interrupt you, but the record remains open and we will welcome any comments, if you will carry that message back.

Mr. HOCKER. Thank you, sir. I will do that.

As background to this, it might be worth noting that we really only have that one big area of wilderness in mind since 1964 that was not protected either as wilderness or as a primitive area before

the passage of the bill in 1964 and that is Savage Run, not a major impact on the overall land-use management of the State.

Mr. Chairman, Wyoming is home to us both. It is a State under trial these days. No one knows better than you how our State is being propelled on a pathway of rapid development. Our population grew by about 50 percent in the past decade and literally billions of dollars are being invested in new mines, powerplants, oil and gas fields around the State.

We are also a State with a strong pioneer heritage of strong individuals facing nature one on one without flinching and coming away from those encounters as stronger people; This is our deepest tradition and those contests were not settled with bulldozers, but with individual courage and strength.

We need to preserve wild places in Wyoming where those tests may still be taken up by bold individuals. I think if we are to remain true to the spirit of Wyoming, we must preserve more of those areas than the mere national average.

The Sierra Club supports the collective group of areas known as alternative W for congressional designation as wilderness. We are dismayed that S. 2118 differs so greatly from our recommendation, and that it would designate less than half of the area which the administration endorsed at the conclusion of the RARE II study in April 1979, and also considerably less than the Governor recommended.

I would like to speak to a few specific provisions. Time doesn't permit going over the entire bill.

Section 201(1) would protect little more than the mountainous sections of the Cloud Peak primitive area. It is omitting protection for 124,000 acres, that is the balance of the alternative W recommendation, of important wildlife habitat at lower elevations. The case for protecting more area was eloquently stated at the hearings the Forest Service held in 1973 by yourself and those words still ring clear and I think they speak well for the question put before us.

There is still time to carry out the job of protection which they call on us to do, with an enlarged wilderness of 282,000 acres for the Cloud Peak area.

Section 201(3) designates a fraction of the Gros Ventre Range as wilderness. The Gros Ventre has literally been my backyard for over 10 years; I know the creeks and ridges, the rocky steppes and the wooded lowlands, which would be protected in the 228,550 acres of wilderness proposed in S. 2118, and they are beautiful and deserving.

The rich variety of diverse habitat in the Gros Ventre makes it unusually fine wildlife country; is it ringed with feed grounds of the Wyoming Game and Fish Department on all sides, and abuts the national elk refuge in Jackson Hole.

The Forest Service recommendation included lands down to the elk refuge boundary, so that a complete migration cycle could be protected in the combination of refuge and wilderness. But the Gros Ventre boundary proposed in S. 2118 would omit these critical migration corridors, and leave a band of development land interrupting the elk pathway.

The Forest Service wildlife biologist for many years in Jackson, George Gruell, wrote of another omission from S. 2118's protection in the Gros Ventre: the Horse Creek-Little Granite Creek area:

This area is particularly important as a summer range for elk. Summer activity is principally at the headwaters of Horse and Little Granite Creeks where several hundred animals utilize tall forb vegetation. High carrying capacity, good water distribution and remoteness make this one of the best summer elk ranges in the Gros Ventre-Hoback Region.

That was his testimony in Gros Ventre wildlife inventory some years before the current controversy in that area blew up.

Within the past 8 days I have hiked to the Horse Creek-Little Granite Creek divide twice, and had the pleasure of watching over 120 elk browsing at once in the meadows, a stone's throw from a proposed oil/gas well site.

S. 2118 turns its back on this area, and commits it development, despite Forest Service recommendation for wilderness, and the State of Wyoming and Wyoming Game and Fish Department preference for wilderness.

I would just like to expand on the comments that Mr. Crowell gave earlier. Apparently he is unaware that the lease in that area was issued before the passage of NEPA. There was no need for review of this specific lease on which case to drill, although some of the leases around it were passed post-NEPA.

Also, however, there was careful thought given to the effects of leasing in that area back in 1947, and it is our view that the lease does contain provisions as you and I discussed earlier, which could permit denial of permission to drill on the basis of protection of wildlife.

I just note that this is the only well presently contested by environmentalists. Over 120 wells have been drilled on the Teton Forest without opposition from us. We are trying to be responsive and responsible on a case-by-case basis. This happens to be the one well in which we think the costs of going ahead outweigh the benefits.

I will skip over some of the specific comments here. This will be in the written record and you have had comment from other witnesses.

I could give overall acreage figures, and note that this bill consigns almost 9 acres of roadless national forest to be "managed for multiple uses other than wilderness" for every acre which it would protect. I would add that the four areas included in the bill, only the Gros Ventre is an area which is being protected which is not now under statute except for some acres in the Cloud Peak area.

But I think that we should all beware of the trap we are falling into counting acres and talking about arguments pro and con acres, and I suppose I agree with Bob Baker on this. I think we really need to look at the attributes of a specific area. Each of these is made up of many small places and we need to look at the pros and cons of each small place.

There are many other areas in the State worthy of protection. They are included, in our view, in alternative W, which is not all inclusive but an attempt at a balanced package.

Section 401 would close those areas which are protected as wilderness to mineral appropriation and leasing. This is a valuable

step, but it is inappropriate in this bill which addresses only a single State. The overwhelming 340 to 58 vote of the House of Representatives last week, passing the bipartisan Lujan-Seiberling bill, proves that protecting the wilderness system from oil and gas leasing threats is a concern to the entire Nation and not a single State.

This subcommittee now has the responsibility of dealing responsibly with that concern. This bill for Wyoming does not meet that need. This section, while welcome, must not divert us from the real problem. We would hope that you would consider cosponsoring S. 2801, Senator Jackson's bill which is before the Senate now. It is a very worthy bill and we support it.

Section 302(b)(2) directs that all national forest lands which remain unprotected as wilderness after the passage of this bill, quote, "shall be managed for multiple uses other than wilderness."

There has been considerable discussion and some honest differences in interpretation around the significance of this section. However, its meaning is clear to the timber and mineral industries, and S. 2118 has not been interpreted to then in any discouraging way, to my knowledge.

The impression that this section intends that nondesignated areas shall be developed is reinforced by the fact that alternative release language has been employed in several other recent wilderness bills, which is not so mandatory of development in its effect, both the Colorado, New Mexico, and Alaska bills which passed Congress, and, of course, the California, West Virginia, and Alabama bills which have passed the House and are now pending before this body.

Those have a form of release language which we can accept and we would recommend that language, if any is needed, be looked to by this group. I think the apprehensions and the differences of interpretations that we are seeing are a not unreasonable result of the fact that the language in this bill differs from the language which is received in the general assembly.

I would note that the concern over the mandatory nature of section 302(b)(2) is shared by the Governor of Wyoming, as noted in testimony delivered for him at Casper on April 30; it is also shared by the State game and fish department, which has now fully endorsed wilderness designation for the Whiskey Mountain Area because of its recognition that, under the terms of this bill, failure to obtain wilderness status would direct that the area be opened to development.

While there is much more that I would like to add on the details of S. 2118, let me conclude with some observations on process: There is much apprehension in Wyoming over this bill. It has many highly controversial sections and effects. There is concern because it appeared in completed form with little advance warning, after almost 3 years of waiting.

Now, the fact that these hearings are being held on the same bill which was introduced in February, with no concrete changes, heightens that apprehension.

I strongly urge this committee, not only to make major changes in S. 2118 along the line I and others have suggested, but also to return to Wyoming with the changed bill and hold hearings on

that changed bill so that the people of our State can respond to those changes in person.

Senator WALLOP. Let me just point out that that is not possible. It is simply not possible to do that and get this thing through two halves of Congress by the 2d of October.

Mr. HOCKER. Our objective is to see a bill passed, but there are folks who frankly feel that this bill is a long ways from what we would like to see.

Senator WALLOP. Are you recommending that the committee not act this year?

Mr. HOCKER. No, sir; I am not.

Senator WALLOP. How would you recommend to the committee that it do act under that advice?

Mr. HOCKER. I'm sorry that we didn't get started on this earlier. If we were expecting only technical adjusts, those might be satisfactorily done in Washington, but major changes with major impacts have been discussed. The comments carried by the press on various comments of our delegation have not been uniform and they have not been specific. I am concerned about what changes may result and we hope to have a chance to respond to a concrete revised proposal.

I thank you for the opportunity to speak today. I respect the effort that you have put forth in trying to solve this difficult question of public policy. I regret that the Sierra Club cannot support passage of S. 2118 in its present form. We hope, however, that we may work together with you, using this as a starting point in the task of forging a more complete system of enduring wilderness for future generations in Wyoming than this bill includes.

I might also add, with respect to Senator Simpson's earlier comment, that it reminds me of the old Calvary comment, "General, the Indians have got us surrounded."

"Well, that's good, Corporal, at least they wouldn't get away this time."

It says something about where we are, and I don't think it is necessarily a case where we are in the best place.

Thank you.

[The prepared statement of Mr. Hocker follows:]



WYOMING CHAPTER SIERRA CLUB

TESTIMONY OF PHILIP M. HOCKER,
CONSERVATION CHAIRMAN of the
WYOMING CHAPTER, SIERRA CLUB,

BEFORE THE SENATE SUBCOMMITTEE
ON PUBLIC LANDS AND RESERVED WATER
AT ITS HEARINGS ON S.2118,
WYOMING WILDERNESS ACT of 1982,

AUGUST 18, 1982:

Mister Chairman, and members of the Committee, I am Philip M. Hocker. I am a licensed Architect, and have my own professional practice in Jackson Hole, Wyoming. I thank you for the opportunity to speak today regarding S.2118, the "Wyoming Wilderness Act of 1982."

It is my privilege to speak as Conservation Chairman of the Wyoming Chapter of the Sierra Club, representing the over seven hundred Club members in Wyoming and the concerns of over three hundred thousand Sierra Club members nationwide. I also owe a debt of gratitude to many others outside the Club who helped make it possible for me to travel to speak to you today.

As you are aware, the Wilderness issue is in the forefront of public concern in Wyoming; many many supporters of Wilderness would like to have been able to speak at this hearing, but have been unable to leave their homes and jobs to come here. Still, their eyes are watching us here today, with concern.

"Not blind opposition to progress, but opposition to blind progress."

P.M.Hocker, Sierra Club, August 18, 1982, p.2:

Mister Chairman, Wyoming is home to us both. It is a State under trial, these days. No one knows better than you how our State is being propelled on a pathway of rapid development; our population grew by about fifty per cent in the past decade; literally billions of dollars are being invested in new mines, power plants, oil and gas fields, sweetening plants, and pipelines around the State.

Yet our Wyoming is a State with a strong pioneer heritage of strong individuals facing Nature one-to-one, without flinching...and coming away from the encounter stronger people, for having had that challenge to face. This is our deepest tradition, and those contests were not settled with bulldozers, but with individual courage and strength. We must preserve wild places where those tests may still be taken up by bold individuals...and if we are to remain true to the fresh spirit of Wyoming, we must preserve more of them than the mere national average.

The Sierra Club supports the collective group of areas known as "Alternative W" for Congressional designation as Wilderness. We are dismayed that S.2118 differs so greatly from our recommendation, and that it would designate less than half of the area which the Administration endorsed at the conclusion of the RARE II study in April of 1979.

I would like to address my comments to some of the specific provisions of S.2118:

Section 201 (1) would protect little more than the mountainous Cloud Peak Primitive Area, omitting protection for 124,000 acres of important wildlife habitat at lower elevations. The case for protecting more area was eloquently stated at

P.M.Hocker, Sierra Club, August 18, 1982, p.3:

the hearings the Forest Service held in 1973 by a distinguished speaker who was highly regarded as a strong defender of the Cloud Peak area, and who now chairs this Subcommittee. Those fine words bear repeating:

"Essentially, the present area is the high country--"The Rocks", if you will--and spectacular rocks they are. They are the crown jewel of the Bighorns, but this jewel, like any other, needs a setting.

...To build roads to Black Tooth, to timber Rock Creek, to waste the historic sites on Edelman Creek, to let our jewel become a scratched glass stone is immoral, and our children and grandchildren will judge us so if we fail."

--Wyoming State Senator
Malcolm Wallop, November 8, 1973
(from hearing transcript).

Those are stirring words; they stuck in the heart of many Wyomingites. There is still time to carry out the job of protection which they call on us to do, with an enlarged Wilderness of 282,000 acres for the Cloud Peak area.

Section 201 (3) designates a fraction of the Gros Ventre Range as Wilderness. The Gros Ventre has literally been my back yard for over ten years; I know the creeks and ridges, the rocky steppes and the wooded lowlands, which would be protected in the 228,550 acres of Wilderness proposed in S.2118, and they are beautiful and deserving. The rich variety of diverse habitat in the Gros Ventre makes it unusually fine wildlife country; it is ringed with feedgrounds of the Wyoming Game and Fish Department on all sides, and abuts the National Elk Refuge in Jackson Hole.

The Forest Service recommendation included lands down to the Elk Refuge boundary, so that a complete migration cycle could be protected in the combination of Refuge and Wilderness. But

P.M.Hocker, Sierra Club, August 18, 1982, p.4:

the Gros Ventre boundary proposed in S.2118 would omit these critical migration corridors, and leave a band of development land interrupting the elk pathway.

The Forest Service wildlife biologist for many years in Jackson, George Gruell, wrote of another omission from S.2118's protection in the Gros Ventre: the Horse Creek-Little Granite Creek area:

"This area is particularly important as a summer range for elk. Summer activity is principally at the headwaters of Horse and Little Granite Creeks where several hundred animals utilize tall forb vegetation. High carrying capacity, good water distribution and remoteness make this one of the best summer elk ranges in the Gros Ventre-Hoback Region."

--George Gruell,
Gros Ventre Wildlife
Inventory, pp.11-12.

Within the past eight days I have hiked to the Horse Creek-Little Granite Creek divide twice, and had the pleasure of watching over a hundred and twenty elk browsing at once in the meadows- a stone's throw from a proposed oil/gas well site. S.2118 turns its back on this area, and commits it to development, despite Forest Service recommendation for Wilderness, and the State of Wyoming and Wyoming Game and Fish Department preference for Wilderness.

On the southeast flank of the Gros Ventre lie Jack Creek, Klondike Hill, and the parallel valleys of Dell Creek, West Dell Creek, and Shoal Creek. These include important lowland habitat- a complement to the high peaks to the north. The ridges of mixed sagebrush, aspen, and conifer shelter elk, moose, and deer populations... and beaver ponds, meadows, and waterfalls. The boundary of S.2118 omits all of these lowland areas, as did the Forest Service. The Sierra Club, and the Wyoming Game and Fish Department, feel they should be included in the Wilderness.

P.M.Hocker, Sierra Club, August 18, 1982, p.5:

Time and space prevent me from fully commenting on the areas of Wyoming which deserve Wilderness protection, but which are omitted from S.2118. I could give overall acreage figures, and note that this bill consigns almost nine acres of roadless National Forest to be "managed for multiple uses other than Wilderness" (Sec.302(b)(2)) for every acre which it would protect. But I think those numbers fail to give the real picture, which is a picture of many small places- small glades where elk calve each spring, small creeks where trout spawn, small ponds where ducks nest...small places which, together, make up Big Wyoming, and which will be lost to "progress" if not protected.

So when we talk only of acreages we may overlook places like Laramie Peak, a landmark of America's pioneers which offers a Wilderness opportunity in the eastern part of the State which is precious, even though the 28,880 acres which should be designated is not an imposing size. Laramie Peak has been recommended for Wilderness by conservationists, by the Forest Service, and by the State of Wyoming. It should not be omitted from s.2118.

There are many more areas worthy of protection. I urge you to study them all in more detail; in most cases there is no significant resource conflict or user conflict. Each area should be weighed on its merits, not omitted without study.

Section 401 would close those areas which are protected as Wilderness to mineral appropriation and leasing. This is a valuable step, but it is inappropriate in this Bill which addresses only a single State. The overwhelming 340-to-58 vote of the House of Representatives last week, passing the bipartisan Lujan-Seiberling bill, proves that protecting the Wilderness system from oil and gas leasing threats is a

P.M.Hocker, Sierra Club, August 18, 1982, p.6:

concern for the entire Nation, and not of any single State. This Subcommittee has the responsibility now of dealing responsibly with that national concern. This bill for Wyoming does not meet that need. This Section, while welcome, must not divert us from the real problem.

Section 302 (b)(2) directs that all National Forest lands which remain unprotected as Wilderness after the passage of this Bill "shall be managed for multiple uses other than Wilderness..." There has been considerable discussion around the significance of this Section. However, its meaning is clear to the timber and mineral industries, and S.2118 has not been interpreted to them in any discouraging way, to my knowledge. The impression that this Section intends that non-designated areas shall be developed is reinforced by the fact that alternative "release" language has been employed in several other recent Wilderness bills, which is not so mandatory of development in its effect. This Section removes the discretion which the professional managers of the Forest Service have had in the past; it should be corrected.

I would note that the concern over the mandatory nature of Section 302 (b)(2) is shared by the Governor of Wyoming, as noted in testimony delivered for him at Casper on April 30; it is also shared by the State Game and Fish Department, which has now fully endorsed Wilderness designation for the Whiskey Mountain area because of its recognition that, under the terms of this Bill, failure to obtain Wilderness status would direct that the area be opened to development.

While there is much more I would like to add on the details of S.2118, let me conclude with some observations on process:

P.M.Hocker, Sierra Club, August 18, 1982, p.7:

There is much apprehension in Wyoming over this bill. It has many highly controversial Sections and effects. And there is concern because it appeared in completed form with little advance warning, after almost three years of waiting. Now, the fact that these hearings are being held on the same bill which was introduced in February, with no concrete changes, heightens that apprehension.

I strongly urge this Committee, not only to make major changes in S.2118 along the lines I and others have suggested, but also to return to Wyoming with the changed bill and hold hearings so that the people of our State can respond to those changes in person. If we were expecting only technical adjustments or minor boundary changes, those might be satisfactorily dealt with in Washington. But all members of the Wyoming Congressional delegation have spoken, in press interviews, of possible changes with major impacts.

These press comments have not all been on the same changes, and they have not been specific. People in Wyoming are concerned about this vagueness on such an important issue. We hope to have a chance to respond in the State to a concrete, revised, Wyoming Wilderness Act.

Thank you for the opportunity to speak today. I respect the effort you have put forth in trying to solve this difficult question of public policy. I regret that the Sierra Club cannot support passage of S.2118 in its present form. We hope, however, that we may work together with you, using this as a starting point in the task of forging a more complete system of enduring Wilderness for future generations in Wyoming than this Bill includes.

Senator WALLOP. Mr. Coppelman.

STATEMENT OF PETER D. COPPELMAN, FOREST ISSUES SPECIALIST AND COUNSEL, THE WILDERNESS SOCIETY, WASHINGTON, D.C.

Mr. COPPELMAN. Thank you, Senator. My name is Peter Coppelman and I am a forest issues specialist and counsel of the Wilderness Society in Washington.

We appreciate the opportunity to testify on this important issue of wilderness preservation in Wyoming. I will not address the specific areas and acreage. The committee has already heard a great deal of testimony by the people of Wyoming on that issue.

We were pleased to see the mining and mineral leasing provisions of the Wyoming bill. Spurred by the threat of leasing in the prized Washakie Wilderness, this delegation has been in the forefront of efforts to protect designated wilderness areas from mineral exploration and development.

The delegation has fully understood the incompatibility between wilderness and mineral development and of the strong public sentiment against allowing pristine wilderness areas to be desecrated in what is likely to be a vain search for a small amount of mineralization.

This sentiment has spread across the country. It has been ignited whenever proposals to lease wilderness have surfaced—California, Arkansas, New Mexico, and so on. That is why we say this is a national problem. The House has dealt with this as a national problem by passing the Lujan-Seiberling bill, and we would urge the committee to move that legislation immediately.

In our view the oil and gas threat to wilderness should be dealt with in comprehensive, nationwide legislation, while the Congress should continue to deal with the RARE II recommendations on a State-by-State basis, a position which has previously been characterized as illogical.

Senator WALLOP. Inconsistent, I believe.

Mr. COPPELMAN. We believe it is neither inconsistent nor illogical.

The reason why RARE II should continue on a State-by-State basis is that the release provisions are part of a package which includes designating wilderness areas within a State and that can only be done on a State-by-State basis. It would be impossible to designate wilderness areas in a nationwide bill for all of the various States in the United States. That is why we suggest continuing with this problem on a State-by-State basis.

What I would like to talk about is release. Congress now has three versions of release in front of it. Soft release, in the California bill, which has been used already in other bills which have passed the Congress; hard release in the Hayakawa RARE II Review Act and the Huckaby nationwide release bill; and an attempt in this bill to split some of the differences between hard and soft release. I suppose this could be called semihard or semisoft release.

Under all versions the land released are available for full multiple-use management, including nonwilderness development during the period for which they were released.

We would like to emphasize that probably it would make no sense for the national forest system to be managed differently from State to State so that one version of release whichever one wins out, will be the one that is used nationwide and, in fact, the Huckaby nationwide release bill would specifically repeal the release provisions in the California, New Mexico, and Alaska.

We support soft release and——

Senator WALLOP. That is an interesting inconsistency.

Mr. COPPELMAN. I am a lawyer, I don't have a problem making those distinctions. Senator Simpson, I'm sure, can understand. [Laughter.]

In this testimony I am going to look at three versions of release on three particular aspects that are of critical importance to the Nation's few remaining wilderness areas.

First, how long is the land released? The California bill releases nonwilderness lands for initial forest planning cycle until 1992 to 1994.

Hard release releases the land permanently and Wyoming, trying to, as I say, split the difference, releases the lands for the purposes of all current and future land management plans approved before December 31, 2000.

The year 2000 is an arbitrary date in the sense that it is unrelated to the forest planning cycle. The effect of this provision may well be to put off consideration of the wilderness option not just for the 18 years between now and the year 2000 but for a full 30 years. The reason is that now forest plans are reviewed every 10 years but there is a proposal in the National Forest Management regulations to make the reviews every 15 years.

Current forest plans in Wyoming will be completed some time—depending on the forest—between this year and the year 1984. Those plans will carry through to the end of the 1990's at which point a new plan will be adopted before the deadline of the year 2000. That will carry Government management up until the year 2012 to 2015.

The need has not been demonstrated for delaying reconsideration for wilderness option for so long a period of time, especially since doing so would unravel the resolution of the issue which all interested parties have accepted. I urge upon you that 30 years is a very long time. The Wilderness Act was passed in 1964, meaning that the Wilderness System itself has existed for less than 20 years. To put off consideration of the wilderness option for 30 years, it is a long time, indeed.

Second, what strictures are imposed on the National Forest Service in managing released lands?

The California bill provides that released lands, quote, "need not be managed," unquote, to preserve the wilderness option. The Huckaby bill and the Wyoming bill in identical language appear to mandate development of the lands by directing that the lands, quote, "shall be managed for multiple uses other than wilderness."

The Wyoming bill drives this intent home with even more emphasis by stating that one of its purposes is to:

Insure that certain other national forest system lands in the State of Wyoming be made promptly available for non-wilderness uses, including, but not limited to, campground and recreation site development, timber harvesting, intensive range management, watershed and vegetation manipulation, oil and gas exploration and leasing, and minerals location and development.

Now, I know the proposition that this language mandates development and has previously been termed ludicrous and now I am in the position of defending a position that has been termed "ludicrous." However, that doesn't faze me in the least.

This language, in our view, will give rise to confusion whenever the Forest Service seeks to manage an area for the numerous multiple uses other than development.

For example, the Federal Lands Policy and Management Act provides a detailed definition of "multiple use" as follows:

A combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific, and historic values.

Now, if the Forest Service chooses to manage an area for some of those purposes, like "watershed," "wildlife and fish," or "natural, scenic, scientific, and historic values," it will be open to the charge that it is violating the mandate that it manage the land for "multiple uses other than wilderness," because these are the very "multiple uses" that management as wilderness promotes.

During hearings on the Huckaby language, Senators Hart and Bumpers contended that the words "shall be managed for multiple uses other than wilderness" could prohibit management for watershed protection and back-country recreation which might have the incidental effect of preserving wilderness suitability.

At a minimum, this language, we believe, will provide a fertile breeding ground for litigation.

Third, what direction is given to the Forest Service regarding future study of the wilderness option?

The California bill "deems" the wilderness option to have been adequately studied for one generation of forest planning. The Wyoming bill "deems" the wilderness option to have been adequately considered for all forest plans adopted before 2000.

And part of these bills "deem" provisions applies to all present and future land management plans. In both the California and the Wyoming versions, the remaining wilderness area of the terms of the forest planning process was after the period of release. Part of the release excises the wilderness option forever.

The hard release and the Wyoming release, insofar as they eliminate the wilderness option from the planning process, do damage to the acts governing management of the national forests, in particular the National Forests Management Act and the Resources Planning Act. I will not go into the technical arguments of the testimony, but the way in which those acts would be changed by this release language is there detailed.

The end result of changing congressional direction to the Forest Service in all these acts with respect to nonwilderness lands will be to accord wilderness a second-class status, rather than an equal status, in a newly established priority of uses of the national forest lands in contravention of all previous congressional mandates.

And our two Senators sought release formula acceptable, adequate, rational, time tested. We urge the committee to use it, and we urge that the Wyoming bill be amended so that it follows the pattern set in the last Congress and followed by the House consistently in this Congress.

Thank you.

[The prepared statement of Mr. Coppelman follows:]



THE WILDERNESS SOCIETY

FOUNDED IN 1935

STATEMENT OF PETER D. COPPELMAN, REPRESENTING THE WILDERNESS SOCIETY BEFORE THE PUBLIC LAND AND RESERVED WATER SUBCOMMITTEE OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE ON S. 2118, THE "WYOMING WILDERNESS ACT OF 1982," AUGUST 18, 1982.

Mr. Chairman, I am Peter D. Coppelman, Forest Issues Specialist and Counsel of The Wilderness Society.

The Wilderness Society is a non-profit conservation organization, founded in 1935, dedicated to the proper management of public lands and the preservation of wilderness areas. We appreciate the opportunity to address this Committee on the important issue of wilderness preservation in Wyoming.

The Subcommittee has already taken testimony from numerous witnesses at hearings earlier this year in Casper, Wyoming. Many of those witnesses addressed the proposed areas and acreage which the bill would add to the National Wilderness Preservation System. I will not address that issue at length in this testimony. Suffice it to say that the areas and boundaries are not adequate, omitting a number of highly desirable areas, such as Commissary Ridge, Grayback Ridge, and many others. The total acreage falls far short of even the meager RARE II recommendations.

We were pleased to see the mining and mineral leasing provisions of the Wyoming bill. Spurred by the threat of leasing in the prized Washakie

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wilderness, the Wyoming delegation has been in the forefront of efforts to protect wilderness areas in Wyoming from the ravages of mineral exploration and development. The delegation is fully aware of the incompatibility between wilderness and mineral development, and of the strong public sentiment against allowing pristine wilderness areas to be desecrated in what is likely to be a vain search for a small amount of mineralization. This sentiment has spread across the country, ignited wherever proposals to lease wilderness have surfaced -- whether in the Caney Creek Wilderness in Arkansas, the Ventana Wilderness in California, or the Capitan Mountains Wilderness in New Mexico. Just last week the House overwhelmingly passed by a 340-58 vote H.R. 6542, a bill protecting wilderness and potential wilderness areas from mineral leasing. A similar bill, S. 2801, has been introduced in the Senate. The threat of mineral development in wilderness areas is a problem which is not confined to Wyoming. We would hope that the Wyoming delegation, taking its cue from the Wyoming legislation which it has already sponsored, will become cosponsors of S. 2801, and help shepherd its safe passage -- without damaging amendments -- through the Senate. Mr. Chairman, we strongly urge the Committee to move this legislation immediately. In our view the oil and gas threat to wilderness should be dealt with in comprehensive, nationwide legislation, while the Congress should continue to deal with the RARE II recommendations on a state-by-state basis.

Introduction

I will now turn to the release issue. The Congress now has pending before it three versions of release language: (1) "soft" release as exemplified in the California bill (H.R. 4083; S. 1584) which has passed the House,

and is contained in several RARE II bills passed last Congress; (2) "hard" release supported by the Administration in the Hayakawa RARE II Review Act (S. 842) and the Huckaby nationwide release bill (H.R. 4047); and (3) an attempt to split some of the differences in the recently introduced Wyoming wilderness bill (S. 2119; H.R. 5625). (See Appendix for full text of release provision)

"Release" language applies to nonwilderness lands within a state; that is, those lands which are not designated as wilderness or further planning areas, or given other protected status. The RARE II study itself released 36 of the 62 million acres studied by designating them "nonwilderness." It should be noted that under all versions, the lands released are available for full multiple-use management, including nonwilderness development during the period for which they are released.

The California bill's concept of releasing nonwilderness lands for the initial forest planning cycle ("soft" release) was developed as a compromise during the last session of Congress in negotiations among all parties interested in management of the national forest system, including environmentalists and timber industry representatives. This compromise solution established a pattern which is reflected in state-wide RARE II bills enacted during the last Congress for Colorado, New Mexico, and Alaska. The state congressional delegations of Washington, Oregon, Vermont, Pennsylvania, Missouri, Wyoming, Montana, Virginia, West Virginia, Michigan, Florida, Alabama, and Mississippi are putting together RARE II bills for their respective states. Since it would probably make no sense for the National Forest System and the National Wilderness Preservation System to be governed by different rules from one state to another, it is a virtual certainty that whatever release language

prevails will be consistent throughout the nation. To change the pattern which has been established would require undoing the resolution Congress has already reached in three states. Indeed, the Huckaby nationwide release bill would specifically reverse the release language already enacted in Colorado, New Mexico, and Alaska (see Section 5(a)).

The Wilderness Society and other conservation organizations support soft release, and would urge that the Wyoming bill be amended to incorporate this agreed upon formula. In this testimony I will compare the three versions of release on three questions of critical importance to the future of the nation's few remaining national forest roadless areas:

1. How long are the lands released?
2. What strictures are imposed on the Forest Service in managing released lands?
3. What direction is given to the Forest Service regarding future study of the wilderness option?

1. How long are the lands released?

The California bill releases nonwilderness lands for the initial forest planning cycle (until 1992-94). The Hayakawa and Huckaby bills release the lands permanently, and the Wyoming bill releases the lands "for purposes of all current and future land management plans which are approved before December 31, 2000." The California bill tracks existing law and long established policy that specifies wilderness as one of the multiple use options to be examined in forest planning under Section 6 of the National Forest Management

Act (NFMA). As explained infra, the hard release language changes all laws governing forest planning to eliminate forever the wilderness option.

The year 2000 in the Wyoming bill is an arbitrary date in that it is unrelated to the forest planning cycle. The effect of this provision may well be to put off consideration of the wilderness option not just for the eighteen year period between now and 2000, but for up to thirty years. The reason is a proposed change in the regulations governing forest planning process. Current regulations under the National Forest Management Act require that forest plans be revised "at least every ten years" (36 CFR 219.11(f)). The proposed regulation would change this provision to read: "A forest plan shall ordinarily be revised on a 10-year cycle or at least every 15 years." In Wyoming, the first planning cycle is scheduled to be completed (depending on the particular forest) in 1982, 1983, or 1984. On a fifteen year schedule the next plans will be approved in the late 1990's, just before the bill's year 2000 deadline. These plans will govern management of the forests for another fifteen years, or until 2012-2015. The need has not been demonstrated for delaying reconsideration of the wilderness option for so long a period of time, especially since doing so would involve unraveling a resolution of the issue which all interested parties have accepted. Thirty years is a long time; the National Wilderness Preservation System itself has existed for less than twenty years (since passage of the Wilderness Act in 1964). How much roadless land will be left after thirty years of mandated development (see infra)?

2. What strictures are imposed on the Forest Service in managing released lands?

The California bill provides that released lands "need not be managed" to preserve the wilderness option. The Huckaby bill and the Wyoming bill in identical language appear to mandate development of the lands by directing that the lands "shall be managed for multiple uses other than wilderness." The Hayakawa bill contains similar language: "...no such lands (national forest lands) shall be managed for protecting their suitability for possible wilderness designation..." (Section 7). The Wyoming bill drives this intent home with even more emphasis by stating that one of its purposes is to:

Insure that certain other national forest system lands in the State of Wyoming be made promptly available for nonwilderness uses, including, but not limited to, campground and other recreation site development, timber harvesting, intensive range management, watershed and vegetation manipulation, oil and gas exploration and leasing, and minerals location and development.
(Section 102(b)(4))

The Huckaby, Hayakawa, and Wyoming language will give rise to confusion whenever the Forest Service seeks to manage an area for the numerous multiple uses other than development. The Federal Lands Policy and Management Act of 1976 (FLPMA), Section 103(c), provides a detailed definition of "multiple use" as, inter alia:

... a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific, and historic values...
(emphasis added) (See also Multiple-Use, Sustained Yield Act of 1960, 16 U.S.C. Sec. 531.)

If the Forest Service chooses to manage an area for "watershed," "wildlife and fish," or "natural, scenic, scientific, and historic values," it will

be open to the charge that it is violating the mandate that it manage the land for "multiple uses other than wilderness," because these are the very "multiple uses" that management as wilderness promotes. During hearings on the Huckaby style language, Senators Hart and Bumpers contended that the words "shall be managed for multiple uses other than wilderness" could prohibit management for watershed protection and backcountry recreation which might have the incidental effect of preserving wilderness suitability. At a minimum, the Hayakawa, Huckaby, and Wyoming language will provide a fertile breeding ground for litigation.

3. What direction is given to the Forest Service regarding future study of the wilderness option?

The California bill "deems" the wilderness option to have been adequately studied for one generation of forest planning. The Wyoming bill "deems" the wilderness option to have been adequately considered for all forest plans adopted before 2000. The Hayakawa and Huckaby bills' "deeming" provisions apply to all present and future land management plans. In both the California and Wyoming formulations, the wilderness option for lands remaining roadless is returned to the forest planning process after the period of release. The Hayakawa and Huckaby bills excise the wilderness option forever.

The Hayakawa, Huckaby, and Wyoming versions of release, insofar as they eliminate the wilderness option from the planning process, do damage to the Acts governing management of the national forests, in particular the NFMA and Resources Planning Act. The degree of damage varies, with the hard release bills being more objectionable. To appreciate this damage, we must look

briefly at the Acts which provide Congressional guidance to the Forest Service.

The Multiple-Use Sustained-Yield Act of 1960, drafted and sponsored by the Forest Service, codified the long established policy that the national forests are to be administered "for outdoor recreation, range, timber, watershed, and wildlife and fish purposes." The Act explicitly declares wilderness to be "consistent with the purposes and provisions of this Act." The principles of the Multiple-Use Sustained-Yield Act were built into the Forest and Rangeland Renewable Resources Planning Act of 1974 (RPA), which established a planning process. The so-called renewable resources program was to provide for the protection, management, and development of the forest system by the periodic preparation of resource management plans for individual units of the National Forest System. The RPA explicitly requires that the program "be developed in accordance with the principles set forth in the Multiple-Use Sustained-Yield Act." (Section 4)

Finally, the National Forest Management Act of 1976 required the promulgation of regulations to clarify the elements of the RPA planning process. The NFMA also expressly reiterated the historic policy that wilderness is to be considered in forest planning (Section 6). These Acts make clear that wilderness is a carefully considered and long-established principle of forest planning originally advocated by the Forest Service, the agency with the greatest expertise in the field.

"Hard release" provisions interfere with a professional judgment ratified by these major statutes governing the management of the national forests. The

National Forest Management Act, which mandated consideration of wilderness in the forest planning process, established a scheme whereby areas would be periodically reviewed and considered for addition to the wilderness system. By prohibiting such review, these provisions will stop this continuing process. The termination of the review process will put an end to adjustments to the wilderness system by excluding from it additional deserving areas and ecosystems not yet represented or discovered. Though Congress can always enact legislation to review and protect such areas, by the time they are discovered or their value is recognized, the development mandated by hard release could degrade the area to the point of unsuitability for wilderness designation.

The end result of changing congressional direction to the Forest Service with respect to the nonwilderness lands will be to accord wilderness a second-class, rather than equal, status in a newly established priority of uses of the national forest lands in contravention of all previous congressional mandates.

Conclusion

The soft release formula is an acceptable, adequate, rational, time-tested approach to a difficult problem. We urge the committee to continue to use it, and to amend the Wyoming bill so that it follows the pattern set in the last Congress and followed by the House consistently in this Congress.

Appendix

The California RARE II bill, H.R. 4083, which has passed the House, contains the following "soft" release language:

Section 12(a). The Congress finds that . . .

(3) With respect to the national forest lands in the State of California which were reviewed by the Department of Agriculture in the second Roadless Area Review and Evaluation (RARE II), except those lands remaining in further planning on enactment of this Act, that review and evaluation shall be deemed for the purposes of the initial land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976 (Public Law 94-588) to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revision of the initial plans and in no case prior to the date established by law for completion of the initial planning cycle; . . .

(4) areas in the State of California reviewed in such final environmental statement and not designated as wilderness by this Act or remaining in further planning upon enactment of this Act need not be managed for the purpose of protecting their suitability for wilderness designation pending revision of the initial plans. 1/

The Huckaby bill, H.R. 4047, contains the following "hard" or permanent release language:

Sec. 5. The Congress determines and directs that --

(a) national forest system lands (1) not identified by section 3 as lands recommended for wilderness or (2) not identified by section 3 as lands requiring further planning, including certain lands heretofore in primitive areas and wilderness study areas, and (3) not heretofore specifically designated by Act of Congress as wilderness, shall, notwithstanding any other provision of law including section 708 of the Alaska National Interest

1/ A related provision of the California bill precludes the possibility of a RARE III:

Unless expressly authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of National Forest System lands in the state of California for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System (Section 12(a)).

Lands Conservation Act (94 Stat. 2371, 2421), section 104 of the Act of December 19, 1980 (94 Stat. 3221, 3224), and section 107 of the Act of December 22, 1980 (94 Stat. 3265, 3270), be managed for multiple uses other than wilderness, unless Congress otherwise directs, and shall be deemed, for purposes of all present and future land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, to have been given adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System;

(b) lands recommended for wilderness identified by section 3 and not placed into the National Wilderness Preservation System by Act of Congress before January 1, 1985, shall after that date no longer be considered as recommended for wilderness and shall be managed for multiple uses other than wilderness in accordance with the provisions of subsection (a) of this section; and

(c) any lands requiring further planning identified by section 3(1) not hereafter recommended before September 30, 1985, by the Secretary of Agriculture for wilderness shall, beginning on the date of determination not to recommend any such lands, or portion thereof, for wilderness, be managed for multiple uses other than wilderness in accordance with the provisions of subsection (a) of this section, or (2) recommended before September 30, 1985, by the Secretary for wilderness but not placed into the Wilderness Preservation System by Act of Congress before January 1, 1988, shall after that date no longer be considered as requiring further planning or as recommended for wilderness and shall be managed for multiple uses other than wilderness in accordance with the provisions of subsection (a) of this section.

The Hayakawa bill, S. 842, contains the following "hard" release language:

Sec. 4 (a) The Congress hereby determines and directs that with respect to National Forest lands west of the 100th Meridian:

(1) The RARE II review and evaluation of National Forest lands, except those lands remaining in the further planning category upon enactment of this Act or those lands recommended for wilderness, shall be deemed, for the purposes of all land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976 (Public Law 94-588), to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System.

(2) lands recommended for wilderness in the RARE II final environmental statement but not placed into the National Wilderness Preservation System by Act of Congress before January 1, 1985, shall after that date no longer be considered as recommended for wilderness and shall be governed by the provisions of paragraph (1) of this section and section 7 of the Act; and

(3) lands remaining in further planning upon enactment of this Act and (a) not recommended for wilderness by September 30, 1985, or (b) recommended for wilderness by September 30, 1985, but not placed into the National Wilderness Preservation System by Act of Congress before January 1, 1988, shall after those respective dates no longer be considered as remaining in further planning or recommended for wilderness and shall be treated as lands governed by the provisions of paragraphs (1) of this section, and section 7 of this Act.

Sec. 7. The Secretary of Agriculture shall not review any National Forest System lands for inclusion in the National Wilderness Preservation System unless expressly authorized by joint resolution of Congress adopted after the effective date of this Act; and no such lands shall be managed for protecting their suitability for possible wilderness designation unless authorized to be reviewed pursuant to this section.

The Wyoming bill, S. 2118, contains the following release language:

Sec. 102(b). The purposes of this Act are . . . (4) to insure that certain other national forest system lands in the State of Wyoming be made promptly available for nonwilderness uses, including, but not limited to, campground and other recreation site development, timber harvesting, intensive range management, watershed and vegetation manipulation, oil and gas exploration and leasing, and minerals location and development.

Sec. 302(b). National forest system lands in the State of Wyoming -

(1) not identified by section 201 as additions to the National Wilderness Preservation System, or

(2) not heretofore designated by Act of Congress as additions to the National Wilderness Preservation System,

shall be managed for multiple uses other than wilderness, until and unless otherwise directed by an Act of Congress. Such lands shall be managed in accordance with provisions of law generally applicable to units of the national forest system except that they shall be deemed, for purposes of all current and future lands management plans which are approved before December 31, 2000, and which are required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, to have been given adequate consideration as to the suitability of such lands for inclusion in the National Wilderness Preservation System.

Senator WALLOP. Thank you.
Ms. Morgan.

STATEMENT OF CINDY MORGAN, REPRESENTING THE JACKSON HOLE ALLIANCE FOR RESPONSIBLE PLANNING, JACKSON HOLE, WYO.

Ms. MORGAN. Mr. Chairman, my name is Cindy Morgan.

I appreciate the opportunity to testify on the Wyoming Wilderness Act of 1982 on behalf of the Jackson Hole Alliance for Responsible Planning.

The alliance is a membership organization of over 650 residents including outfitters, ranchers, businessmen, and people with a long history of use of areas we are discussing today.

The aim of the alliance is to promote land use planning, and the preservation of the area's recreation, wildlife, habitat, scenic, and open space qualities.

I was born in Jackson Hole and have lived in the valley until last year when I moved to Washington, D.C.

The Wyoming Wilderness Act of 1982, as proposed by members of the delegation, falls drastically short of what citizens of Wyoming and the Nation deserve. We are frankly shocked by the proposal's overall shortsightedness as regards the purpose of protecting wilderness values, its severe undercutting of decades of work and bipartisan support of studies to determine lands suitable for wilderness designation, and its failure to propose a system of priorities or alternatives based on valid and complex concerns.

Wyoming has come of the most spectacular wilderness lands remaining in the lower 48 States. They are the reason why millions of people flock to Wyoming; to enjoy the wilderness as an increasingly depleting and valuable resource. These people come to recreate, to experience our natural heritage, and to escape the din of urban life. They do not come to see oil rigs or roads cut through pristine lands for purposes of hauling equipment to and from drilling sites.

The delegation's proposal to withdraw designated wilderness lands in Wyoming as well as small portions of potential wilderness from mineral exploration and development, is commendable. Certainly it is a recognition that these areas promise little, if any mineral resources—their boundaries having been drawn to exclude mineral rich pockets—and that they are worthy of protection for their outstanding scenic and recreational value.

However, the large portion of these protected areas are above timberline. This excludes acreage offering the ecological diversity and adequate protection of watershed and critical habitat so essential to the integrity of a whole, natural system.

The uniform release of over 3.6 million acres of de facto wilderness on Wyoming's national forests is objectionable. The language of the bill which mandates that these lands be "made promptly available for nonwilderness uses," identifying timber harvesting, "intensive" range management, watershed and vegetation "manipulation," and mineral development as such uses, implies a determined "highest and best use" which runs counter to recommendations from forest service officials and Governor Herschler.

We can sympathize with the delay of lengthy, onerous studies which establish the lands' optimal use. But are we in so dire an energy crisis that a throwing away of years of thorough, detailed analysis—not to mention crown jewels of wilderness lands—is warranted.

I would like to spend the remainder of my time with comments on areas around Jackson Hole because of their particular value to people who live in and visit the area. Personally, I have spent considerable time roaming the lands and understand the importance of their protection—both economically and socially—to the residents of the valley.

The three areas of utmost concern are the west slope of the Teton Range, the Teton corridor between Grand Teton and Yellowstone National Parks, and the Gros Ventre.

These areas are critical, not just as individual parcels with their own, unique qualities, but as pieces of a larger, fragile ecosystem comprising the heart of Wyoming's northwest territory.

There is no question that the corridor deserves to be included in the wilderness bill. Its scenic and prominent position adjacent to two of the Nation's prized parks, and its role as a watershed for the upper Snake River system, are paramount.

As regards the west slope of the Grand Tetons, it would be truly unbelievable if the delegation does not support the addition of this national park quality area in their wilderness bill. The west slope abuts Grand Teton Park. It serves a vital function as a corridor stretching south of the major peaks north to Yellowstone where thousands of hikers experience one of the world's most magnificent alpine environments.

It also provides habitat and watershed protection to both Wyoming and Idaho. Oil and gas potential on the west slope is rated "zero." Harvest of what timber exists in the northern end would by no measure justify the long-term degradation of the entire parcel.

As a native, I have witnessed the growth in numbers of people who visit this area as part of their visit to the park. Failure to sufficiently protect the west slope—in its entirety—now, would not only invite continued and growing abuse from off-road vehicles, but would seriously threaten the park itself.

The delegation's proposal for the Gros Ventre is inadequate because it proposes only half of the potential wilderness to be included in the bill.

It is important for the people of Jackson Hole to see that this area remain as a unit, not cut up in pieces by arbitrary boundary lines. The Gros Ventre stands alone as one of the largest recommended wilderness areas intact.

It offers everything from secluded rugged peaks and clear lakes, geologic clues to our past, watershed for the Gros Ventre, Hoback, Green, and Snake Rivers, and habitat for significant populations of deer, elk, black bear, and bighorn sheep.

Because of its size it is a key link in the larger ecosystem spanning south to the Wind River Range and north to Grand Teton and Yellowstone Parks.

Finally, with the increasingly popularity of national parks, it is essential to have an alternative area with comparable scenic and recreational qualities for people to go to.

The Gros Ventre was first proposed for protection in the 1940's and has been managed to protect wilderness values since early in the 1970's. RARE II support in favor of wilderness was 82 percent—the highest rating in Wyoming. The Wyoming Game and Fish recommended the entire area for wilderness in RARE II, as did Governor Herschler.

The recent issuance of a permit to drill in Little Granite Creek in the Gros Ventre—despite substantial opposition and with no efforts by the delegation to solve the problem—exemplifies the overall insufficiency of the bill to offer alternatives such as lease exchange or direct reimbursement of funds paid for leases.

Why turn your backs on valid concerns that development of Little Granite could threaten the livelihood of residents who depend on the area's pristine qualities? We fear that this treatment may well set a pattern for other areas unless responsible actions are taken now.

Finally, the Palisades and Grayback areas near Jackson Hole are noted for their exceptional beauty and as a home for animals such as moose, deer, elk, bear, and bighorn sheep.

Outfitters and guides use the back country regularly for their businesses. Those of us from Jackson visit these places to partake of the fishing, hunting, skiing, and hiking opportunities. However, we recognize the possible mineral content of these areas and that pressures to develop are strong.

It is our feeling that the Palisades and the Grayback should be protected as wilderness. Yet, if mineral development were to occur we believe a standard should be set whereby the integrity of the area is maintained at a level sufficient for its consideration as wilderness at a future date.

In closing, I want to again express my appreciation for the opportunity to appear before the committee, and to present testimony on behalf of citizens of Jackson Hole, Wyo.

[The prepared statement of Ms. Morgan follows:]



JACKSON HOLE ALLIANCE FOR RESPONSIBLE PLANNING
Box 2728 Jackson, Wyoming 83001 (307) 733-9417

STATEMENT OF CINDY MORGAN REPRESENTING THE JACKSON HOLE ALLIANCE FOR RESPONSIBLE PLANNING BEFORE THE PUBLIC LAND AND RESERVED WATER SUB-COMMITTEE OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE ON S. 2118, THE "WYOMING WILDERNESS ACT OF 1982", AUGUST 18, 1982.

Mr. Chairman, my name is Cindy Morgan. I appreciate the opportunity to testify on the Wyoming Wilderness Act of 1982 on behalf of the Jackson Hole Alliance for Responsible Planning. The Alliance is a membership organization of over 650 residents including outfitters, ranchers, businessmen and people with a long history of use of areas we are discussing today. The aim of the Alliance is to promote land use planning, and the preservation of the area's recreation, wildlife habitat, scenic and open space qualities. I was born in Jackson Hole and have lived in valley until last year when I moved to Washington D.C.

The Wyoming Wilderness Act of 1982, as proposed by members of the delegation, falls drastically short of what citizens of Wyoming and the nation deserve. We are frankly shocked by the proposal's overall shortsightedness as regards the purpose of protecting wilderness values, its severe undercutting of decades of work and bi-partisan support of studies to determine lands suitable for wilderness designation, and its failure to propose a system of priorities or alternatives based on valid and complex concerns.

Wyoming has some of the most spectacular wilderness lands remaining in the lower forty-eight states. They are the reason why

millions of people flock to Wyoming; to enjoy the wilderness as an increasingly depleting and valuable resource. These people come to recreate, to experience our natural heritage, and to escape the din of urban life. They do not come to see oil rigs or roads cut through pristine lands for purposes of hauling equipment to and from drilling sites.

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an energy crisis that a throwing away of years of thorough, detailed analysis -- not to mention crown jewels of wilderness lands -- is warranted?

I would like to spend the remainder of my time with comments on areas around Jackson Hole because of their particular value to people who live in and visit the area. Personally I have spent considerable time roaming the lands and understand the importance of their protection -- both economically and socially -- to the residents of the valley.

The three areas of utmost concern are the West Slope of the Teton Range, the Teton Corridor between Grand Teton and Yellowstone National Parks, and the Gros Ventre. These areas are critical not just as individual parcels with their own, unique qualities, but as pieces of a larger, fragile ecosystem comprising the heart of Wyoming's northwest territory.

There is no question that the corridor deserves to be included in the wilderness bill. Its scenic and prominent position adjacent to two of the nation's prized parks, and its role as a watershed for the upper Snake River system, are paramount.

As regards the West Slope of the Grand Tetons, it would be truly unbelievable if the delegation does not support the addition of this national park quality area in their wilderness bill. The West Slope abutts Grand Teton Park. It serves a vital function as a corridor stretching south of the major peaks north to Yellowstone where thousands of hikers experience one of the world's most magnificent alpine environments. It also provides habitat and watershed protection to both Wyoming and Idaho. Oil and gas potential on the west slope is rated

"zero". Harvest of what timber exists in the northern end would by no measure justify the long-term degradation of the entire parcel.

As a native I have witnessed the growth in numbers of people who visit this area as part of their visit to the park. Failure to sufficiently protect the west slope -- in its entirety-- now, would not only invite continued and growing abuse from off-road vehicles, but would seriously threaten the park itself.

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Finally, the Palisades and Grayback areas near Jackson Hole are noted for their exceptional beauty and as a home for animals such as moose, deer, elk, bear and bighorn sheep. Outfitters and guides use the backcountry regularly for their businesses. Those of us from Jackson visit these places to partake of the fishing, hunting, skiing and hiking opportunities. However, we recognize the possible mineral content of these areas and that pressures to develop are strong.

It is our feeling that the Palisades and the Grayback should be be protected as wilderness. Yet if mineral development were to occur we believe a standard should be set whereby the integrity of the area is maintained at a level sufficient for its consideration as wilderness at a future date..

In closing, I want to again express my appreciation for the opportunity to appear before the committee, and to present testimony on behalf of citizens of Jackson Hole, Wyoming.

Senator WALLOP. Thank you. Mr. Snowden.

STATEMENT OF RICHARD W. SNOWDEN III, ATTORNEY,
WASHINGTON, D.C.

Mr. SNOWDEN. Mr. Chairman and members of the committee, in my years of law practice in Washington, this is my first occasion to testify before a congressional committee not representing a client. I come before you today representing no organization or individual but only as an American citizen who 4 weeks ago on vacation fell upon what I consider to be a tragedy in the making.

While on a 5-day trip in the Gros Ventre Mountains in the Teton National Forest our guide indicated that a dominant area known as Red Bluff Ridge was being considered for lease for timbering.

Upon my return to Washington I made inquiry to find that this tract of land had not been included in the Wyoming wilderness bill and I was appalled to discover that it is virtually surrounded by land to be designated wilderness area.

What justification can there be to allow clearcutting in an area that would have a significant esthetic impact on adjacent lands that are declared wilderness areas?

I cannot conceive that this 1,300-acre tract is such a significant resource to this Nation's timber supply to warrant the untold damage that would result from timbering this area. The committee should note that because of the short growing season in Wyoming it would take approximately 100 years for the Red Bluff Ridge to retimber to its present state. This is particularly serious because this area is unusually unstable and it must be concluded that increased landslides would result.

I ask you to give the strongest considerations for inclusion of the Red Bluff Ridge area in the Wyoming wilderness bill in order to insure the integrity of the Gros Ventre River basin which is one of the most beautiful areas in our country.

I sincerely appreciate the time you have given me and the consideration that I know will be given my testimony.

[The prepared statement of Mr. Snowden follows:]

STATEMENT OF RICHARD W. SNOWDON III
ON WYOMING WILDERNESS BILL OF 1982 BEFORE
SENATE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
August 18, 1982

Mr. Chairman and Members of the Committee:

In my years of law practice in Washington, this is my first occasion to testify before a Congressional Committee not representing a client. I come before you today representing no organization or individual but only as an American citizen who four weeks ago on vacation fell upon what I consider to be a tragedy in the making. While on a 5-day hiking trip in the Gros Ventre mountains in Teton National Forest our guide indicated that a dominant area known as Red Bluff Ridge was being considered for lease for timbering. Upon my return to Washington I made inquiry to find that this tract of land had not been included in the Wyoming Wilderness Bill (S-2118) and I was appalled to discover that it is virtually surrounded by land to be designated wilderness area. What justification can there be to allow clear cutting in an area that would have a significant aesthetic impact on adjacent lands that are declared wilderness areas? I cannot conceive that this 1300 acre tract is such a significant resource to this nation's timber supply to warrant the untold damage that would result from timbering this area. The Committee should note that because of the short growing season in Wyoming it would take approximately 100 years for the Red Bluff Ridge to re-timber to its present state. This is particularly serious because this area is unusually unstable and it must be concluded that increased landslides would result. I ask you to give the strongest consideration for inclusion of the Red Bluff Ridge area in the Wyoming Wilderness Bill in order to insure the integrity of the Gros Ventre River basin which is one of the most beautiful areas in our country.

I sincerely appreciate the time you have given me and the consideration that I know will be given my testimony.

Senator WALLOP. Thank you very much, Mr. Snowden.
Any questions?

Senator SIMPSON. I don't believe so.

Senator WALLOP. I am interested in what you say about the Whiskey Mountain area because that was put in our wilderness recommendations on the direct counsel of Game and Fish.

Mr. HOCKER. It is my understanding, Senator, that their current position, based on their interpretation of the bill, was that Whiskey Mountain should be included. I think that probably everyone is unanimous on the objective for that area and I think—I have communicated personally with the Commission.

Senator WALLOP. I wonder how they would continue to manage.

Mr. HOCKER. It is my understanding, and this is third hand, but that they were caught on the horns of a dilemma given the terms of the bill as it now stands. Given the choice of one horn or the other, they chose this one.

Senator WALLOP. I don't think there is any other place in the country that does more research on bighorn sheep. They do trapping, they do tagging, disease research, all kinds of things. It just seems a shame to lose that capability.

Mr. HOCKER. I can't speak for the Commission, Senator, but it is my impression that those activities could be carried out under wilderness designation.

I think that raises an interesting point, if I may. As you discussed with Mr. Baker, no one denies that there are downsides to wilderness designation. There certainly are problems involved with managing wilderness and there are problems involved in managing people's impacts on wilderness.

I think, though, that we should be aware of those, and I know it is a topic which has concerned you personally for some years, but I think we shouldn't let those problems which need serious attention and can be solved by management professionals confuse our fundamental question of what management goals for a given area should be. If managing as wilderness or wildlife habitat or recreation land presents problems, those can be solved in the context of wilderness designation.

Senator WALLOP. I concur with that but by the same token I would make an equal and opposite statement that failure to designate as wilderness does not mean ruin. If that were the case, much we are arguing about, we would not be here to argue about it. If multiple-use land management meant that there was no future forest wilderness, we would not be considering, for example, and hearing testimony from you and others from DuNoir, which has grown remarkably well.

Mr. HOCKER. History has been kind to us through a number of economic and physical circumstances. Our concern, as was the concern of Congress in 1964, is that those opportunities are slipping away, that they may not return, and that if we don't take those opportunities properly, we may not get this chance again.

Senator WALLOP. I don't believe that in every instance this necessarily signs a death warrant. I think the record shows differently in that area, but I understand what you are saying.

I don't mean to put this down in any way, but we have looked at it very, very hard.

Mr. HOCKER. Senator, with due respect to the attorneys in the room, there are many other than legal considerations involved in this. I am afraid that the position of the delegation, in drawing a boundary which excludes that area, despite its recommendation by virtually every effected agency before, has sent a message to Getty Oil, and it is a message that it has at least tacit endorsement of its proposal in this area.

It is getting a very different message at this point from the administration. Its legal rights and its right to build is, frankly, arguable. How far it may care as a corporate citizen to press those rights is a decision that it has to make. It is weighing the decision with what, if I were a Getty executive, I would do as tacit endorsement of this bill and its sponsors that they go ahead. That, frankly, makes our position in working with Getty and with the other respective agencies much more difficult. I don't think it is necessary to do that.

Senator WALLOP. I hesitate on "tacit endorsement."

Mr. HOCKER. It is viewed that way by the Forest Service.

Senator WALLOP. I just want to point out, once again, that prior to introducing this bill we had a letter from the Governor. We accommodated to my knowledge every single recommendation that was made before we introduced this bill. It is not as though it has been done at arm's length. It has at least been sought to be bipartisan.

I wanted to ask you, on the first page of your testimony, the second paragraph, second sentence, in particular, "its failure to propose a system of priorities or alternatives based on valid and complex concerns," May I ask you what you are saying there?

Ms. MORGAN. Well, essentially what I am saying is—I'm commenting on the perception that there is no need for dealing on perhaps a case-by-case basis of situations such as Little Granite Creek. There is no middle area between totally leasing the area or protecting it.

Senator WALLOP. I might say there has been severe resistance.

Ms. MORGAN. Well, I think as far as the alliance's position on this, they are willing to try and negotiate any possibilities that will, at least, preserve the wilderness values as much as possible.

Senator WALLOP. One last question. Peter, what is the original position of the Wilderness Society after RARE II was completed?

Mr. COPPELMAN. I came to the Wilderness Society in 1981. I don't know what the position of the Wilderness Society was.

One thing that I am sure of, the Wilderness Society never has and never will support a national wilderness bill that looks like the national wilderness bills that are before the Congress now.

[Subsequent to the hearing Mr. Coppelmann submitted the following:]



1982 AUG 32 AM 9 30

THE WILDERNESS SOCIETY

FOUNDED IN 1935

30 August 1982

Honorable Malcolm Wallop
204 Russell Senate Office Bldg.
Washington, D.C. 20510

Re: Submission for the Record of Public
Lands Subcommittee hearing on S. 2118,
the "Wyoming Wilderness Act of 1982,"
August 18, 1982

Dear Senator Wallop:

At the above hearing you asked whether The Wilderness Society had ever supported the concept of a nationwide RARE II bill. I have checked with others here at TWS, and they inform me that the answer is "No."

I would also like to clarify the assertion in my testimony that the release language in S. 2118 can be read to mandate development of released lands. The point can be illustrated as follows:

Non-development "multiple
uses" promoted by wilderness

- watershed protection
- wildlife habitat
- natural values
- scenic values
- scientific values

Development "multiple uses"

- timber
- mining
- mineral leasing
- recreation site development
- intensive range management

A wilderness designation promotes what might be called non-development multiple uses. The problem is that whenever the Forest Service chooses a non-development option for released lands -- such as watershed protection -- it will be open to the charge that it is violating the requirement in S. 2118 that the lands "shall be managed for multiple uses other than wilderness" (emphasis added). That is why we prefer the more neutral language of the California bill (H.R. 4083) which provides that released lands "need not be managed for the purpose of protecting their suitability for wilderness designation..."

I hope this clarifies our position. Please include this letter in the hearing record.

Thank you.

Very truly yours,

Peter D. Coppelman
Counsel and National Forests Issue
Specialist

Senator WALLOP. Yes.

Senator SIMPSON. Just a couple of things.

I want to commend you and Dick Cheney, both of you, because you are involved on a daily basis by serving on the Energy and Natural Resource Committee, and Dick Cheney has been also involved with it on a daily basis as a member of the Interior Committee, which is most helpful to me, in gathering information, to process this bill, and we discuss it.

In our meetings together, which are at least once every 2 weeks, the wilderness bill has always taken preference. We discuss it, and I think that has just been the case for my 3½ years here. We have watched other delegations get mashed. We have watched the release language get hammered and we have watched the House and know that nothing will ever come out of there that is really ever acceptable to us just because of the way it is. We have watched staff activities in Wyoming. It has become a great place to go in the summer. If you remember the House staff, you just go to Wyoming and then you come home—home being here—home to us is Wyoming, but then you just gin up something more, plaster it onto Wyoming. We have seen that.

I finally met with one of those marvelous staff members over there. I said, "I just had to see you. I had to see your face" I never realized that anybody could get that much power without being elected around here.

I live over the mountain there in Cody. I have lived there all of my life. The town of Jackson was homesteaded by my grandparents and in that time in living in Park County where we have Yellowstone National Park and the first reformation project, the Buffalo Bill Dam, the first forest, the first ranger station, we wouldn't even have a county if we didn't have multiple use.

That may be shocking to some but somehow multiple use has been painted as "rip them up." That is too bad. It takes away from the clarity of the debate and the honesty of the debate. It sure does. We in Park County have found multiple use very compatible, which has not offended the sensitivity of those of us who live in Park County, Wyo. So I really have a lot of problem with, if we go to multiple use, we have just thrown in the towel and we let it go.

I was the sponsor of land use planning legislation when I was in the legislature and I got hell for that in a way that you could never assess. We had land use planning in Wyoming. It was offensive to many but it needed to be done, so it is so puzzling to me, and really that is the worst, to just sit here and get pummeled about the issues when we have seen multiple use work.

And then I am always amazed at the expressions and the overtures of participants, sit right in my office, none of whom are at the table today, and then hear as they discuss the Wyoming delegation to their colleagues and chums, that we are referred to as "The Neanderthal Delegation." That is exciting stuff for us. It really keeps communication lines open so much that we can hardly identify them.

So this poor old Neanderthal Delegation lumbers along and yet we get these continual offers of cooperation and assistance and communication. It is difficult, very difficult. So it just makes it a lot tougher for us and it obviously makes it a lot tougher for you,

but someday we will be able to deal with each other in our offices as we do in public, and then we may make some real progress.

Mr. HOCKER. Senator, as a friend and colleague of the author of the Neanderthal comment to which you referred, I would just like to say that I think we all occasionally say things which we later regret. I don't think that people who aren't Members of Congress are the only ones who do this.

We are sincere in our hope and intention of working together to improve this bill. We are very concerned about the bill in its current form. In fact, we are very unhappy with it and we hope to work together with you, and as you say, use the spirit outside the office that we find inside the office.

Thank you.

Senator WALLOP. One of the realities of the legislative process is that this bill has had as many hearings as any wilderness bill. I don't know how many hours, but it has been a long time that we listened to witnesses. This has been a pretty open process, and I might add that none of these areas are particularly new. In terms of recommendations, some of them are at least a decade old, and some of them maybe two or three decades. I bet it would more than fill that table 4 feet deep if we put all of the testimony and all of the hearing records and all of the public meeting records and all of the letters—in fact, I think that might be a rather modest estimate.

I would point out again that presence is not required to be heard. I think you know that, I hope you know that.

Mr. HOCKER. Mr. Chairman, I certainly did not mean to overlook the effort and I understand the physical grueling nature of sitting through as much testimony as the three of you have done and in wading through as much written submission as you have. We appreciate that respectively. I am sorry if I appear to be adding to the burden by asking for another audience in the State.

Unfortunately our concern, as I said, if we were dealing with adjustments, I think that we could probably work those out without adding to your physical burden and your burden on time, which I can respect and appreciate. Our concern is that in our view the bill requires adjustments of such magnitude that—

Senator WALLOP. You are, in effect, asking for us not to pass this this year?

Mr. HOCKER. No, sir. I am asking for major changes to the bill.

Senator WALLOP. That we not pass it this year. I just want to make sure what is on your mind.

Mr. HOCKER. If that is required to get the best bill for the long term protection of the State, then we will accept that.

Senator WALLOP. Would you care to make that a statement? Now you sound like one of the lawyers.

Mr. HOCKER. That really hurt.

Senator WALLOP. If there is any chance at all of passing this bill this year, it has to go to the Senate floor in the first 2 weeks of September so that the House can conceivably act.

Mr. HOCKER. It puts us all in a difficult position but I frankly don't feel that we will get a bill that serves the long term interest of the State without it going through that additional work.

If, as Dick put it, through the pressures of extremist groups, you are not able to get it resolved, I do hope the subcommittee will deal with S. 2118 and that the national question of leasing the wilderness not be put on a back shelf. I think that dealing with that national wilderness protection question is of primary importance thanks to Secretary Watt's deadline on the moratorium.

Senator WALLOP. We will take it under advisement.

Mr. HOCKER. Thank you.

Senator WALLOP. The subcommittee stands adjourned.

[Whereupon, at 4:45 p.m., the hearing was adjourned.]

APPENDIX

ADDITIONAL STATEMENTS AND COMMUNICATIONS SUBMITTED FOR THE RECORD

STATEMENT OF THE
WESTERN REGIONAL COUNCIL

BEFORE THE SUBCOMMITTEE ON PUBLIC
LANDS AND RESERVED WATER
SENATE COMMITTEE ON ENERGY AND
NATURAL RESOURCES

FIELD HEARING ON
S.2118
WYOMING WILDERNESS ACT
OF 1982

CASPER, WYOMING
APRIL 30, 1982

(369)

Mr. Chairman and Members of the Subcommittee:

The Western Regional Council appreciates the opportunity to comment on a number of specific provisions contained in the Wyoming Wilderness Act of 1982, (S.2118).

The Western Regional Council was organized to provide a unified voice for the business community of the Intermountain West. Its membership, composed of chief executive officers of corporations representing many industries, doing business within the Mountain States region, is working to establish balanced policies which consider the benefits of both economic development and environmental preservation. The Council provides a forum for the resolution of business and industry problems on a regional basis.

The WRC would like to address itself to three issues:

1. The release to non-wilderness management status of all lands found to be unsuitable for wilderness designation through the RARE II processes;
2. The December 31, 1983, mineral entry deadline contained in the Wilderness Act (Section 4(d)(3); and
3. The inventory of wilderness resources.

Release of Lands for Non-Wilderness Use

For the past decade the management status of at least one third of the National Forest system has been in limbo because Congress has not statutorily proclaimed whether it is to be wilderness or non-wilderness. The wilderness process has been, and continues to be, embroiled in studies, restudies, and court cases. From 1977 to 1979, the Forest Service studies its roadless areas for a second time to determine which areas should be and should not be recommended for wilderness. Today, in 1982, the Congress and the courts have still not completely resolved this issue.

This long debate has created enormous uncertainty and insecurity that only Congress can resolve. This uncertainty particularly impacts the energy and natural resource industries. Each public land withdrawal, each acre awaiting final determination, further limits acreage accessible to exploration and development. These withdrawals have serious implications for this nation's future supplies of energy and minerals, the U. S. balance of payments, and the domestic rates of inflation.

Most of the lands being considered for wilderness are in the Western States and Alaska, areas of high mineralization. They represent a large percentage of the unexplored

lands remaining in this country where there is potential to find significant quantities of energy and mineral resources.

Wilderness designation precludes multiple use. However, designation of lands for "further planning" also is a serious impediment to the evaluation and use of the public lands. This designation creates de facto wildernesses. Although these lands have not been finally designated wilderness they must be managed so as to preclude multiple use. In fact, regulations affecting "future planning" areas are more stringent than those provided for in the Wilderness Act. Lands designated as "wilderness areas" are at least, theoretically, open to entry, exploration, and development until December 31, 1983.

The increasing curtailment of resource development on public lands is one of the most serious problems facing the energy and mineral industries. The point that needs to be made is that exploration and production and protection of wilderness values are not mutually exclusive. Exploration and production can be conducted without "unnecessary" or "undue" degradation. The federal government should encourage, in the interest of determining resource potential, access to the public lands, under appropriate protective guidelines. In order to determine resource potential, energy and mineral companies must have improved access to the public lands.

The Mineral Entry Deadline

The Western Regional Council does not support the provisions in S.2118 which would not only not extend the 1983 deadline but which would actually close off the two years remaining before the 1983 deadline.

The Wilderness Act of 1964 provides for the location of mining claims and exploration in wilderness areas until the end of 1983. Deposits discovered by that date may be developed after 1983. However, for a number of reasons, the exploration deadline has restricted exploration activity in the past and unless consideration is given to deleting any deadline, it is likely exploration activities will be limited in the future.

It is clear that the Congress' intent in placing the 1983 deadline for exploration in wilderness was to permit the orderly development of valuable mineral deposits in such areas and to be certain that valuable mineral deposits were not forever locked up. In some cases, the nature of the regulation has been so restrictive that no meaningful exploration or development has occurred in the majority of the wilderness areas.

The cost of exploration has limited the amount of exploration activity that has been conducted in wilderness.

Exploration costs are increasingly high and even though private enterprise is far more able to put the capital into such activities than government, the cost prohibits the immediate, extensive drilling research that a thorough mineral inventory requires.

Furthermore, and most important, even if a company knows or has good reason to believe that it will find a recoverable deposit, it is deterred from pursuing the opportunity because neither federal agencies nor Congress has guaranteed preservation of the right to develop mineral reserves discovered through substantial expenditure of high risk capital. The mineral entry deadline imposed by the Wilderness Act is January 1, 1984, while the average lead time to evaluate and develop a mineral deposit is ten years. There is just not enough time between 1981 and 1984, or 1984 and 1994, to conduct the exploration necessary to delineate the quality and quantity of a hardrock mineral deposit in all areas. Even if a company could delineate a deposit within the next few years, the company has no assurance that it would be permitted to proceed into the development phase.

The WRC is disappointed to see a western wilderness bill which not only does not delete or extend the mineral entry deadline but which actually closes off the last two years of entry left before the deadline. The WRC

opposes this section of the Wyoming Wilderness Bill and would encourage that this provision be deleted from the bill.

Inventory of Wilderness Resources

While the concept behind Title V of S. 2118 is commendable, that is, an attempt to continue to gather information on the mineral potential in wilderness areas, it is an extremely difficult concept to put into effect. If the intention of Sec. 501 were to continue the type of surface surveys already conducted by the U.S.G.S. and the Bureau of Mines, then Sec. 4(d)(2) of the Wilderness Act would be adequate for such activities. The fact that Sec. 501 adds to the "continuing prospecting" provisions of Sec. 4(d)(2) and calls for the "furtherance of mineral assessment", leads us to believe a more detailed mineral assessment than what the U.S.G.S., Bureau of Mines, conducts is the goal of the Wyoming Wilderness Act.

Unfortunately, past mineral surveys have proven inadequate in providing us detailed mineral information to assist in the decision making process and there is no reason to believe further assessments will be any different. The reason for the inadequacies is not the purported lack of funds, the limited time for the studies nor the lack of

expertise of the government but a more fundamental reason not easily resolved. Minerals are extremely difficult to locate and to economically assess. Widespread reconnaissance and expensive drilling are necessary before valuable mineral deposits are found. The market, technology and new applications are all factors in determining if these rare deposits are economical. Only private companies have been successful in locating the major economic deposits and developing them. In many cases, government surveys have classified areas as non-mineral in character that have eventually proven rich in minerals and are being mined today. In order for mining companies to assume the high cost risks of exploration, the incentive of potential development must be there.

It isn't clear in Title V of S. 2118, which withdraws all wilderness lands from appropriation under the mining laws and then establishes a mineral assessment program under the Secretary of the Interior, how these mineral assessments will be conducted, in what detail, by whom, under what authority, at whose expense and what incentives, if any, are provided. If such questions are truthfully answered in light of the goal of finding minerals of "national need" it becomes apparent that such an assessment will take years to conduct and the cost will be exorbitant.

It is very responsible and farsighted of the Wyoming delegation to recognize that the mineral information

on all public lands and especially in wilderness areas (since that is where mineral deposits are more likely to occur) is critical and is the first step in reaching our goal of mineral self-sufficiency. Therefore, it is very important that attempts to gain this information be scrutinized carefully so that we do not accept illusory proposals that only lead us into thinking we have solved the problem of knowing where our mineral resources are located.

The Western Regional Council thanks you for the opportunity to include this statement in the record of the hearings of S. 2118.

STATEMENT BY THE BOARD OF DIRECTORS FOR THE JACKSON HOLE ALLIANCE
FOR RESPONSIBLE PLANNING. P.O. BOX 2728, JACKSON, WYOMING, BEFORE
THE SENATE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER AT ITS
HEARING ON THE WYOMING WILDERNESS ACT OF 1982 (S.2118), CASPER,
WYOMING, APRIL 30, 1982.

Mr. Chairman, the Jackson Hole Alliance for Responsible Planning is a local land use planning organization of 620 members in Teton County, Wyoming. We appreciate this opportunity for presenting the Alliance's views on S.2118, the Wyoming Wilderness Act of 1982.

We are gratified that, by proposing withdrawal of designated wilderness areas from mineral activities, the Wyoming Congressional delegation has formally recognized in S.2118 what has been apparent to many for a long time: that mineral activities are incompatible with preservation of wilderness. This recognition is a most significant and positive action. However, the Alliance is dismayed by other shortcomings of S.2118 and cannot support the bill in its present form. Major amendments are needed in Title II to add additional worthy areas to the National Wilderness Preservation System, and in Title III, to provide acceptable language for releasing undesignated wilderness for multiple use management.

After all the protestation of personal concern by members of the Wyoming delegation during the past year about the need to protect scenic, recreational, wildlife, and wilderness values in Wyoming (see attached letter from Senator Alan K. Simpson, dated 10/23/81, also article from the Jackson Hole Guide - 9/3/81, and article from the Jackson Hole News - 9/10/81), the Alliance is dismayed and seriously concerned about the one-sided tradeoffs that are proposed in S.2118. Designating only 479,350 acres of additional wilderness area in Wyoming, or only 12% of the 4 million acres of potential wilderness, in exchange for withdrawing designated wilderness from mineral activities is simply unreasonable and does not best serve the interests of Wyoming residents of the nation.

Although the Alliance is concerned about protecting legitimate wilderness values throughout Wyoming, being a local organization, we are most familiar with public lands in and surrounding Jackson Hole. Our detailed recommendations for additional wilderness areas that we believe should be included in S.2118 are limited to the Jackson Hole region. It does appear to us, however, that the proposals in S.2118 for designating new wilderness areas in other parts of the State are grossly inadequate in some cases - the proposed Du Noir addition being a good example.

Statement by the Jackson Hole Alliance, April 30, 1982; Casper, WY

The Alliance is alarmed that S.2118 omits from wilderness designation many areas in the Jackson Hole region with superlative wilderness values - areas that are vital to maintaining the scenic, recreational, and ecological integrity for which Jackson Hole is world-renowned and upon which its economic well-being depends. Areas about which we are concerned are illustrated on the map before you, which we would like to have included with the hearing record.

Specifically, the Alliance strongly believes that the following areas not currently included in S.2118 warrant wilderness designation and must be added to the bill before the Alliance can support it.

The Teton Corridor

The 28,156 acre roadless area ("A" on the map) is bordered by the Teton Wilderness Area on the east, part of Yellowstone National Park on the north, and by Grand Teton National Park and the John D. Rockefeller, Jr. Memorial Parkway on the west and south. All these lands are dedicated to preserving an outstanding mix of scenic, recreational, and wilderness values, and to maintaining natural ecosystems. This includes maintaining habitat that has been recognized as essential to the local survival of the threatened grizzly bear (Mealey, 1979). To manage the Teton Corridor, which lies in the midst of these wonders, for different purposes, would be a travesty that would seriously conflict with the management goals for all the surrounding lands.

One reason given by a member of the Wyoming Congressional delegation for excluding the Teton Corridor from wilderness designation in S.2118 was that doing so would interfere with hunting (R. Cheney, Jackson Hole News, March 3, 1982). To the contrary, the recognized high value of the Teton Corridor for hunting would be better protected by adding it to the Teton Wilderness Area. Previous concern by the Wyoming Game and Fish Department about providing hunter access to the Corridor and the Teton Wilderness Area (Thomas, 1980) was resolved by an agreement between the National Park Service, Wyoming Game and Fish Department, and U.S. Forest Service, and a subsequent Forest Service recommendation that would exclude from wilderness designation 4 enclaves in the Corridor of 40-80 acres, each just inside the Forest boundary at the ends of existing access roads across National Park Service land (Jackson, 1980). The enclaves would provide campsites for hunters and trailhead facilities.

The value of commodity resources in the Corridor is relatively low. The potential for locateable minerals or oil/gas is minimal (U.S. Forest Service, n.d.), and the Corridor is withdrawn from mineral leasing under provisions of the Krug Memorandum of 1947.

Statement by the Jackson Hole Alliance, April 30, 1982; Casper, WY

The public strongly supported wilderness designation for the Corridor during the RARE II process (U.S. Forest Service, n.d.).

For all these reasons, timber harvest, mineral activities, and roads should not be permitted in the Teton Corridor. It should be incorporated into the Teton Wilderness Area.

West Slope of the Teton Range

This area ("B" on the map) includes peaks, canyons, alpine meadows, and subalpine forests that rival and complement the scenic grandeur of Grand Teton National Park, which occupies the east slope of the range. The west slope and the Park are scenically, ecologically, and recreationally inseparable.

Wilderness designation is needed for the west slope to protect its own superlative wilderness values and to protect Grand Teton National Park from harmful encroachment on its ecologically sensitive, high altitude back country and important habitat for wildlife, particularly bighorn sheep. These adjacent lands in the Park have been recommended for wilderness designation by the National Park Service (U.S. National Park Service, 1972).

The west slope is currently managed as wilderness and is heavily-used by wilderness recreationists (52,600 visitor days in 1981). This use is expected to increase by 29% by the year 2,000 (U.S. Forest Service, 1982, page 340).

The northern part of the west slope has been classified as essential for survival of the threatened grizzly bear, and abuts similarly classified habitat in the northern part of Grand Teton National Park.

None of the west slope that would logically be included in wilderness is encumbered by mineral leases, although applications cover the southern one third. Mineral potential is low (U.S. Forest Service, 1982, page 339 and Appendix N).

The Alliance strongly believes that, at the very least, the 124,000 acre portion of the west slope that the U.S. Forest Service recommended for designation as the Rendezvous Wilderness Area (U.S. Forest Service, 1982, pages 338 and 344) should be designated as wilderness in S.2118 (area "A" on the map). The boundary will likely need to be extended westward in some areas (see dashed line west of area "B" on the map) to adequately protect watershed, scenic, and wildlife values, and to provide ecological integrity for the wilderness area.

Statement by the Jackson Hole Alliance, April 30, 1982; Casper, WY

Gros Ventre Wilderness Area

With respect to the Gros Ventre Wilderness Area as proposed in S.2118, the Alliance is frankly incredulous that the size of the area is so markedly restricted. The Wyoming Congressional delegation has chosen to ignore the unprecedented strong, nonpartisan opposition to oil/gas activities in the Cache Creek and Little Granite Creek areas that has been expressed at every opportunity over the past three years by residents of Jackson Hole. These areas, along with the Big and Little Horse Creek watersheds that also have exceptional wilderness and wildlife values, provide summer range and calving areas for about 1,250 elk, and summer habitat for many other species of wildlife (U.S. Geological Survey and U.S. Forest Service, 1981, page 11-22).

We strongly believe that the Gros Ventre Wilderness Area should include the 392,000 acre area shown on the map (area "C"). This includes portions of the Cache Creek, Little Granite Creek, and upper Horse Creek watersheds that have been leased for oil/gas activities. These leases should never have been granted. It is imperative that these leased areas be managed to retain their roadless, wilderness character until the lease problem is resolved, as we believe it must be resolved by the federal government, perhaps by an amendment to S.2118.

Another area that we believe must be added to the Gros Ventre Wilderness Area, but which is omitted in S.2118, lies east of the National Elk Refuge from the Gros Ventre Slide south, including the southwest slopes of Sheep Mountain to the Refuge boundary and other unroaded and unlogged areas in the Flat Creek watershed to Table Mountain. Much of this area also was recommended for wilderness by the U.S. Forest Service. It consists of important winter range for elk, bighorn sheep, and mule deer. It complements winter range on the National Elk Refuge and was designated as wildlife winter range by the U.S. Forest Service in 1918. It is even more important now because of winter range lost to development of private lands. As you know, in northwest Wyoming, protection of winter range is absolutely essential for the survival of our big game herds. The area east of the National Elk Refuge is also essential to the scenic integrity of Jackson Hole and is best protected by designation as wilderness.

The Alliance is deeply concerned about two other areas in the Jackson Hole region that have outstanding wilderness characteristics, but are not addressed in S.2118.

Statement by the Jackson Hole Alliance, April 30, 1982; Casper, WY

S.2118 ignores the superlative and nationally recognized wilderness values of the Palisades Further Planning Area ("D" on the map). This roadless and extremely rugged area of about 247,000 acres encompasses high elevation glaciated peaks, cirques, talus slopes, and long, steep canyons and ridges. About half of the area is in Wyoming and half is in Idaho. The Wyoming portion provides summer range and calving areas for about 1,000 elk that winter primarily at the South Park and Dog Creek feed grounds in Wyoming. It also provides habitat for about 175 moose and 800 mule deer (data provided by the Wyoming Game and Fish Department, Jackson, Wyoming).

Preservation of these recognized wilderness values is compromised because the Palisades may overlay oil/gas deposits. About half of the area is leased for oil/gas, and applications are pending for the other half. Much of the area is classified as highly environmentally sensitive (U.S. Forest Service, 1980), i.e. developments could cause lasting adverse impacts on surface resources. Construction or rehabilitation of roads in this rugged area would be extremely difficult without unacceptable damage to resources and destruction of the wilderness characteristics for which the area is known.

The Palisades should be added to the National Wilderness Preservation System. At the very least, the oil/gas potential of the area must be determined without in any way compromising its roadless, wilderness character or its suitability for wilderness designation. This position should be expressed in S.2118 for the Wyoming portion of the Palisades. The Alliance urges the Wyoming and Idaho Congressional delegations to work toward a similar position for the Idaho portion. It would be tragic indeed if the wilderness attributes of the Palisades would be so damaged in the process of determining its oil/gas potential that the area would no longer be suitable for wilderness designation, even if no oil or gas was found.

Neither S.2118 or other legislation or regulations provide protection for the magnificent and little known Grayback Ridge roadless area of about 215,000 acres that lies south of the Snake and Hoback Rivers ("E" on the map). Like the Palisades, the Grayback Ridge Area is extremely rugged and has high value for wildlife. It is blanketed with oil/gas leases, but the oil/gas potential is unknown. Potential for oil/gas development was the primary reason for eliminating Grayback Ridge from consideration for wilderness designation during RARE II.

Statement by the Jackson Hole Alliance, April 30, 1982; Casper, WY

Like the Palisades, much of the Grayback Ridge Area is unsuitable for development because unacceptable damage to surface resources would occur, not to mention what development would do to wilderness attributes. In the similarly rugged Washakie Wilderness Area, the U.S. Forest Service determined for their preferred leasing and exploration alternative that about 97% of the 731,000 acre area was unsuitable for leasing with surface occupancy because of unacceptable impacts on surface resources (U.S. Forest Service, 1982a, page 43). More thoughtful consideration of the Grayback's resources when leases were granted there may have precluded much of the leasing that has occurred. Now that the area is leased, it certainly needs more stringent protection than it has in order to adequately protect its resources. The Alliance urges that appropriate measures, either legislative or regulatory, be taken to retain the roadless, wilderness character of Grayback Ridge to protect its surface resources and to preserve the option for wilderness designation, should the area prove to have little potential for oil/gas production.

A more general but equal concern to those of us who are interested in responsible multiple use management of national forests in Wyoming is the release language in Section 302(b)(2) of S.2118, which mandates that national forest land not designated as wilderness "...shall be managed for multiple uses other than wilderness until and unless otherwise directed by an Act of Congress". This unduly restricts the authority and flexibility of professionals to manage our national forest lands for uses best suited to them. Section 302(b)(2) implies that all non-wilderness lands must be developed even if protection of other important resources like wildlife habitat or natural scenery in critical areas would require that commodity resources, such as timber and minerals, not be developed. Certainly Section 302(b)(2), as written, will be interpreted as requiring such development.

Section 302(b)(2) needs to be rewritten to clearly specify that sensitive non-wilderness lands - like Grayback Ridge, for example, may be managed for a variety of uses, including retention in a roadless, undeveloped state if professional managers and/or the public determines that this is the best use of some lands. We urge you to make explicit provision for protecting such lands by means of restrictive stipulations, lease exchanges, or other innovative methods. We are concerned that the bill's present wording will preclude further creative thinking and programs for protecting sensitive non-wilderness lands for uses such as dispersed recreation and outfitting, while also carrying out selec-

Statement by the Jackson Hole Alliance, April 30, 1982; Casper, WY

tive resource development. We suggest the following language for Section 302(b)(2), which has been satisfactorily used in the Colorado Wilderness Bill (P.L.95-560):

(2)not heretofore designated by Act of Congress as additions to the National Wilderness Preservation System need not be managed for the purpose of protecting their suitability for wilderness designation pending revision of initial forest plans.

Section 302(b)(2) also mandates that lands not designated as wilderness cannot be reconsidered for wilderness designation as part of the routine forest planning process until after the year 2,000. This restriction is illogical, unreasonable, and not in keeping with the concept of multiple use management. All national forest resources and all uses of these resources should be equally considered in routine forest planning. Section 302(2) should be reworded to so indicate, and the reference to the year 2,000 should be deleted.

National forest lands have been incorporated into the National Wilderness Preservation System primarily to protect their wilderness character. We believe this point should be more strongly recognized by changing the wording of Section 501(1) to read "(1) which does not result in lasting environmental impacts which appreciably alter the natural, wilderness character or biological or ecological systems, and"

Roadless, non-wilderness areas are, to a great extent, responsible for Jackson Hole's unique and diversified wildlife. Unrestricted changes in the use of these lands will result in a significant decline of big game populations and other important wildlife species. The bill's present, implied mandate for development would do far more to threaten than to enhance the livelihood of Teton County residents. Rather than helping to recognize and protect the unique natural characteristics of the Jackson Hole region, S.2118 could severely compromise them. If Jackson Hole is to continue to be a recreation center for the people of Wyoming and of the nation, protection of its hunting, fisheries, and scenic resources outside, as well as inside, wilderness areas, must be explicitly recognized as a responsibility of national forest administrators. We urge you also to seek the advice of the land managers from the federal agencies, including the National Park Service and Fish and Wildlife Service. These professionals can offer valuable guidance.

Statement by the Jackson Hole Alliance, April 30, 1982; Casper, WY

Outdoor recreation is the second most important industry in Wyoming. High quality outdoor recreation is the foundation for Teton County's economy and way of life. The area's unique scenic and wildlife resources are our investment capital and are renewable if safeguarded. A successful business enterprise, or a wise state or national government, does not allow its capital to be dissipated, much less encourage the process. If the intent of S.2118 is to protect our capital, then this has been only partially accomplished, and major changes will have to be made in the bill to complete the job. If this cannot be done, a rewrite of the bill in line with legislation such as H.R.5282, which goes a long way toward protecting designated and undesignated potential wilderness lands from their primary threat - oil and gas activities.

Thank you again, Mr. Chairman, for the opportunity to present our views.

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United States Senate

WASHINGTON, D.C. 20510

October 23, 1981

Mr. Story Clark
Box 2728
Jackson, Wyoming 83001

Dear Story:

I did want to tell you how much I enjoyed our visit several weeks ago. It is important for me to have your views.

I do always appreciate hearing from you and knowing in this case of your interest and concern about the possibility of the issuance of permits for an exploratory well or wells to be drilled within the Bridger-Teton National Forest near Jackson.

The late September public hearings held on the draft environmental impact statement on Cache Creek and the adjacent Bear Thrust Unit indicated serious and heavy opposition to exploration in those areas. State-wide public opinion is also strongly aligned against any type of oil and gas exploration or development in that portion of the Bridger-Teton National Forest.

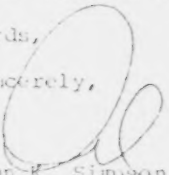
I have indicated and would reaffirm that I am convinced that it would not be appropriate -- nor necessary for us at this time in our history as a nation -- to perform further exploration or development in our state's most fragile and awesomely beautiful existing wilderness areas. The same is true of the Cache Creek/Bear Thrust area near Jackson. Most of us may well agree that there are many other areas in Wyoming that may presently be explored and developed before there is any required need to explore and develop these extraordinary wilderness areas. These areas need to be protected in order that we do not inflict irreversible damage to them. I will assist in such efforts at protection.

I am very pleased to have had your views on this matter, and I trust that you will continue to communicate your concerns to me.

Again, I enjoyed our visit here in Washington.

With best personal regards,

Sincerely,



Alan R. Simpson
United States Senator

AES/pt

JACKSON HOLE NEWS

9-10-81

More to be done

News
7/10/81

"Rarely have I seen Teton County so unanimous on anything," Senator Malcolm Wallop said recently as he analyzed local opposition to a proposed oil and gas well in Cache Creek Canyon.

In a community where people appear poised to argue over everything from politics to the weather, Cache Creek hit a common nerve ending. People didn't need a lot of scientific data to know that drilling that well was wrong. Cache Creek is part of the town and plunking a drilling rig down there seemed just as sacrosanct as talking about drilling in North Park.

This kind of universal agreement produced strange results. We actually won a battle with the federal government and the oil companies. Despite all the odds, the community pressure which led to congressional pressure finally took its toll and NCRA withdrew its application to drill. Seems there might be a lesson here, but we'll let that go for now.

It is important that we are not lulled into a sense of false complacency by this one victory. Although drilling won't begin next fall in Cache Creek, we still have a long way to go to assure permanent protection of that area.

There are still six active oil and gas leases in Cache Creek and nearly 10 lease applications for lands surrounding the town. A drilling application could be filed on any one of the active leases tomorrow and we would find ourselves embroiled in the same dispute again.

The only lasting solution to the Cache Creek dilemma is to have these lands permanently withdrawn from mineral exploration by Congress. Since our congressional delegation has expressed a willingness to pursue such a proposal, that message should come across loud and clear at the public hearings scheduled for September 21-22.

No drilling in Cache Creek, Senator Wallop promises

Guide 9/3/81

Senator Malcolm Wallop says he will let the system run its course, but he doesn't believe oil and gas drilling will ever be a reality in Cache Creek Canyon.

Wallop's comments came Friday in an informal press conference that began after the Wyoming Republican concluded a five-hour field hearing on alternative methods of preserving undeveloped, scenic lands.

The Jackson-area community has generally been united in its opposition to a recent draft Environmental Impact Statement that calls for experimental drilling to begin in Cache Creek and nearby Little Granite Creek. The draft EIS notes that officials of the U.S. Forest Service and U.S. Geological Survey have no power to halt the proposed drilling—and that only Congressional intervention could be successful in that regard.

Asked about such Congressional intervention—which Wallop and Senator Alan Simpson and Representative Dick Cheney have already promised to consider—Wallop said he and his Wyoming colleagues will wait until the final EIS is written and released before taking any action to intervene.

"I would like to see how the system works before we interfere with it out of fear," he said. "Before I object to a policy, I'd like to see that policy."

Wallop added, however, that none of the state's three Congressmen are prepared to allow drilling to begin—even if the final EIS calls for that action as its preferred alternative.

"We can generally agree that it ought not happen," the senator said. "The delegation will try to find any means available to it to prohibit the drilling in Cache Creek."

Wallop's comments echo those of Senator Simpson, who was in Jackson one week earlier. "All of us have grave reservations about supporting drilling in that area" Simpson said at the time. He added that the state's Congressional leaders could directly intervene in the action, or that a lease trade could be set up for a less sensitive area.

On August 17, the draft EIS was released, revealing the position of the Forest Service and USGS on the controversial issue. In that document, the two agencies noted that the National Cooperative Refinery Association had already leased the Cache Creek drill site, and that a "no drill" alternative simply could not be issued.

The EIS said, however, that the proposed drilling there—as well as at a related drill site in Little Granite Creek proposed by the

Getty Oil Company—would cause numerous adverse impacts on the regions' scenic and recreational resources. The EIS mentioned Congressional intervention as the only way the proposed drilling could be stopped.

Hearings on the proposal will be held on September 21 and 22 at the Americana Snow King Inn.

Written Statement by Connie Wilbert
To be submitted as testimony in the official hearing record on
S. 2118 - Wyoming Wilderness Act of 1982

I take this opportunity to submit to the official record my evaluation of S. 2118 - Wyoming Wilderness Act of 1982, introduced by Senators Wallop and Simpson of Wyoming. This legislation addresses two controversial issues in Wyoming: first, the issue of oil and gas exploration and leasing within Wyoming's wilderness areas, and secondly, exactly which of the U.S. Forest Service's second Roadless Area Review and Evaluation (RARE II) lands should be included in that wilderness system in Wyoming.

I agree with that portion of the bill which would withdraw all existing and new wilderness areas in Wyoming from oil and gas exploration, leasing, and development. However, I do not support the restriction of this protection to wilderness areas only in Wyoming. We need to extend those same safeguards to all wilderness areas and proposed wilderness areas across the United States.

The second portion of the bill attempts to resolve the RARE II controversy by adding some acreage to Wyoming's existing wilderness system and by releasing the remainder to non-wilderness status. To this section I strenuously object, for several reasons. The U.S. Forest Service has identified about 4 million acres of national forest lands in Wyoming as suitable for wilderness designation. Of this, S. 2118 would add about 480,000 acres to the wilderness system, and release some 3.6 million acres for non-wilderness use, to be "made promptly available for nonwilderness uses, including, but not limited to...timber harvesting...oil and gas exploration and leasing and minerals location and development...". While I realize this does not mandate that such development must or will occur, the probability that it will cannot be ignored. S. 2118 prohibits consideration of any additional areas for wilderness designation until after the year 2000, by which time I must wonder which, if any, areas will be appropriate for wilderness. Wilderness cannot be restored, once it is gone. We must consider that whatever decision we now make will, in all likelihood, be a very final one in terms of future wilderness.

As such, S. 2118 is much too limited in its wilderness additions. The bill adds a relatively small acreage of high alpine areas, offers little or no protection to lower altitude areas which support most of the wildlife habitat, and completely ignores many areas of prime wilderness potential. As opposed to the very limited scope of S. 2118, I much prefer the recommendations of "Alternative W" - a proposal to add about 2.4 million acres to the wilderness system in Wyoming, in 23 different areas. These areas represent a basis of ecological diversity which affords true protection to watershed values and important wildlife habitat including wintering, breeding, and birthing grounds.

I cannot rate these areas in terms of relative value or importance, because each has its own unique value. However, I will discuss those areas with which I am personally familiar. I have spent considerable time in the Gros Ventre area in the Bridger-Teton National Forest. Protection of the entire 392,000 acre mountain range as suggested in Alternative W is far more acceptable than the 228,000 acre addition of S. 2118. The diverse wildlife and ecology of this area certainly merit adequate protection as a whole.

The DuNoir area and other proposed Washakie Wilderness Area additions (totalling 282,000 acres) are also familiar to me as a fisherman, hunter, and backpacker. These areas contain essential habitat for elk and big horn sheep, birthing and wintering grounds for both, as well as important fishery waters. Instead of reducing the DuNoir area by three-quarters as suggested in S. 2118, the entire DuNoir as well as the other proposed Washakie additions should be included in the existing wilderness system.

Other proposed wilderness areas of Alternative W in which I have spent time include the Snowy Range (16,520 acres), the Popo Agie (113,600 acres), Whiskey Mountain (6,497 acres), and some of the North Absaroka Wilderness additions (94,000 acres). Each of these areas offers its own special wilderness qualities, and all deserve adequate protection from development by being included in Wyoming's wilderness system.

Wilderness is a quality of the land which is important to Wyoming in many ways. Hunters, fishermen, backpackers, outfitters and guides - these people and others all depend on the wilderness in different ways. We now have the opportunity to make important choices for Wyoming and its wilderness future - choices which will be permanent. I believe the wilderness is important enough to merit protection as outlined by Alternative W, instead of the limited and inadequate provisions of S. 2118.

Connce Willett
111 N 2nd West
Riverton, Wyo. 82501
5/11/82

Statement on the Wyoming Wilderness Act of 1982

This statement addresses the Wyoming Congressional Delegation's proposed bill (S. 2119) entitled the "Wyoming Wilderness Act of 1982". The bill not only adds to our National Wilderness Preservation System but actually attempts to establish an edict in the recent oil/gas exploration versus wilderness controversy.

The delegation seems to have self appointed itself as steward of our tracts of wilderness land. In doing so, they now have the ability to procreate wilderness, something I had previously thought only God and nature could enact.

The scenario unveils--our proud Wyoming delegation returns from lengthy discussions with pro development dignitaries only to give the people of Wyoming what they have been yearning for -- more wilderness. In fact, their bill would increase our state's current wilderness areas by 22 percent. It would take our existing 2.2 million acres and add to it 479,350 acres. A further message of the figures shows that our designated wilderness areas would be increased from about 3.6 to 4.2 percent of the state's total acreage, not a very impressive figure for one of the states that leads the lower 48 in designated wilderness acreage.

A major concern is the implied method the delegation uses to evaluate wilderness areas. The delegation proposes only the cores of four wilderness tracts be classified as "wilderness". These core areas are chiefly above timber and are void of

mineral resource value, hence, a "no mans land" suited only for the misfortunate who happen to come across it. If we cannot monetarily profit from the immediate consumption of these areas, then, by all means, lets appease wilderness advocates and grant these areas wilderness protection. Protection from what? It is my belief that this philosophy provides the foundation for the proposed Wyoming Wilderness Act of 1982.

As stated, the "multiple use language" is a "multiple abuse language". It should be rephrased so that lands released from RARE IV classification are solely managed by the Forest Service as they see fit and should not preclude any conservation management techniques which approach the rigid status of wilderness designation. In addition, for designated areas to retain their wilderness status, level 4 (seismic) and level 5 (exploratory drilling) inventory methods should be discontinued in the future.

The Wyoming Congressional Delegation's proposal designates less wilderness acreage than any previous proposal, including Governor Ed Herschler, the U.S.F.S., and the Sierra Club's Alternative W proposals. The proposed bill does not reflect a balanced approach to the wilderness/development conflict. In fact, such a conflict cannot be resolved by the passage of a wilderness bill with only token minimal input. A single hearing and a workshop the following day do not constitute adequate input. I seriously question the wisdom of introducing a

wilderness bill during this years congressional meetings. Further evaluation of the ramifications of such a bill are necessary. If a wilderness bill must be passed this year, then I emphatically support the Sierra Club's Alternative W. Their proposal would designate seven or eight percent of Wyoming's total acreage as wilderness -- a minimal but still respectable figure.

As George McGovern has once stated, we seem to be "in a transitional phase between the generally conservationist policies of the past and an emerging concept of development for any and all purposes masked under the innocent-sounding, but all-encompassing, rubric of multiple use."

Rod Taylor

Rod Taylor
4350 S. David
Casper, Wyoming 82601

The Wyoming Wilderness Act
Public Hearing
April 30, 1982

Presented by:

Mary Lee White
608 E. 18th St.
Cheyenne, WY 82001

Last weekend I participated in a workshop where we were given a blank sheet of paper and asked to sketch several instances of our life and show how we felt about certain things. At that time we were asked to sketch the place where we felt most at home. That was easy for me. I feel most at home in the mountains. I feel secure, happy and close to god.

I grew up in Wyoming in the Big Horn Basin. I had a great time and I believe I've been most fortunate but I also realize that those of us who grew up in this isolated, rural, state have not had many of the cultural opportunities that exist in urban areas. But when given a choice I wouldn't trade my small home town, the hunting expeditions, the backpacking trips, the summers at my family's cabin, and those moments I stood on the tops of many Wyoming peaks, for any amount of culture.

I have made that choice and I would like my children to be offered the same choice. Maybe that is asking too much since Wyoming is growing and it will continue to grow. The culture will become more defined and better established but we can not ^{impose it} ~~let that result in~~ at the expense of ~~a trade-off for~~ our high country wilderness.

I am of the point of view that this Wyoming Wilderness Act is a Wilderness Destruction Act.

Last summer over the 4th of July weekend I hiked into the Cloud Peak Primitive Area. What I saw during that weekend is what motivated me to testify today.

The road ascending Bald Ridge was often difficult to follow because so many alternate roads had been carved out by deep tire tracks. But the worse part was the trash. I couldn't believe the Forest Service would let it get so bad yet I know it is difficult to keep up with the masses of people who use that area. Once we got into Lake Marie it took it quite some time to find a suitable camping place near the lake because there were so many people. Every year the Cloud's Peak Area is used more and more. The nearby communities of Gillette and Sheridan have grown at a rapid rate and the high country is showing it.

I urge the Wyoming Congressional delegation to include the entire Cloud Peak Area recommended by "Alternative W." It is already suffering from overuse.

I am also concerned that the Washakie Wilderness additions recommended in "Alternative W" be included. On a trip into the Absaroka Range in 1977 to climb Frances Peak I saw my first Rocky Mountain Sheep. The oil pumps so prosperously pumping below the Frances Peak area makes clear the threat to preserving that high country.

I am now a resident of Cheyenne, and I resent that our Congressional delegation considers the areas in the Medicine Bow forest to be "too small" to include in the Wilderness Act. My outdoor recreation is somewhat limited to the Snowy Range and I feel strongly that a portion, no matter how small, should be preserved from future development.

Wyoming has forest and mountains and wildlife resources that other states could never obtain even with all of the money in the nation. ^{the world is the best.} These assets are far too valuable to be locked out from further wilderness, ^{and the} which the Wyoming Wilderness Destruction Act would do. I urge you Senator Wallop to carefully determine how much of the natural miracle of the Wyoming high country Wyomingites are ready to give up to the oil and gas companies.

Statement of Rocky Mountain Energy
Concerning the Wyoming Wilderness

Act of 1982 (S. 2118)

Summary

Rocky Mountain Energy (RME) supports, with certain specific reservations, the Wyoming Wilderness Act of 1982. The Act's purpose is fulfilled by recommended wilderness designations and more importantly by release of non-wilderness lands to multiple use management. The discussion here; however, is not so much oriented to actual wilderness areas nominated in the Act, but, rather how they will be managed after Congressional designation. Our comments specifically relate to the need for greater flexibility in the Act for minerals evaluation and the potential for development in wilderness areas. Before discussing these specific provisions in the Wyoming Wilderness Act, it is important to reflect on what has influenced current wilderness opinion since passage of the Wilderness Act of 1964.

Discussion

The initial Roadless Area Review and Evaluation (RARE I) began ten years ago and led to a second review RARE II before the first process could be completed. Both evaluations served as the basis for wilderness designation in America's National Forests. Almost instantly, the RARE process became the forum where views of wilderness preservationists versus land and resource developers were acted out. Unfortunately, the wilderness debate has become so controversial and the viewpoints so diametrically opposite that a balanced approach to wilderness management has proved almost elusive. It is this historical perspective with which RME has

reviewed the Wyoming Wilderness Act. RME submits that contrary to those extremely divergent positions there is a middle ground. Mineral development is not incompatible with wilderness, nor should it be. Mining exploration and development activities can be regulated to minimize adverse impacts. Wilderness areas of thousands of acres are not destroyed by temporary activity on a small fraction of the designated areas.

The Wyoming Wilderness Act partially achieves the basic framework for a balanced approach to wilderness management. However, the contradictory language in Sections 501 and 502 of the Act may preclude effective implementation of the Act. For example, Section 501 will authorize the Secretary of the Interior to conduct future mineral assessments in wilderness areas; however, such future evaluations can only be conducted by methods "which are compatible with the purpose for which such units are established." The nonspecific nature of this language may make the provision nebulous. It is unclear as to just what methods of exploration will be permitted, but it is probably assumed that only empirical and non-surface disturbing methods will be allowed.

By preempting the use of drilling, which is apparently the case, only general areas of mineral potential can be determined, which represents only the initial phase of exploration. The limitation in the provision is a barrier to exploration because unless mineral exploration can continue beyond the initial phase,

the quantity or quality of a mineral deposit normally cannot be determined. Only the three-dimensional analysis provided by drilling can substantiate the extent of mineral resources.

Section 501 also specifies that Interior Department agencies are responsible for mineral assessments. A problem arises with the assumption that federal agencies can adequately determine the true extent of a mineral occurrence given their limited time and resources. Historically, mineral assessments conducted by these agencies generally include reconnaissance level exploration methods such as geologic mapping and modeling, literature searches, and geochemical and geophysical surveys. Input to these studies are also commonly provided by industry. Although this type of mineral assessment is useful, actual mineral development is still years from fruition. In fact, even the most fundamental technical and economic evaluations cannot be conducted relying solely upon mineral assessments. The obvious result of the Act as proposed will therefore jeopardize the intent of Section 501 and neutralize Section 502 which allows for mineral extraction in the case of significant national need. Clearly, Section 502 is moot if minerals are not first discovered and quantified by implementing Section 501.

The inclusion of Sections 501 and 502 in the Wyoming Wilderness Act are important to national security. Their effectiveness should not be underscored by qualifying statements

which in effect preempt the purpose for which those sections are designed. It cannot be overemphasized that adequate data are not available to assess mineral potential in many areas that have been in the "de facto" wilderness since 1972 and the beginning of the RARE processes. Regardless of whether any wilderness area is ever developed for mineral value, it is inherently bad policy to protect one resource to the exclusion of all others without first knowing the lost mineral resource potential.

Section 501 should be restated to clearly establish the goals of mineral exploration and extraction. To fulfill this responsibility, the private sector and not the Secretary of the Interior should be encouraged to explore mineral resources with the incentive that a significant national need for a particular resource will indeed warrant extraction.

It is not enough to merely enunciate these goals. It will be necessary to state that possible conflict exists and to determine exactly how conflicts will be resolved. The Wyoming Wilderness Act should state clearly that exploration and mining will not occur if its effects cannot be reasonably controlled. In particular, Section 501 should emphasize environmental restraints while allowing reasonable steps for more substantial mineral assessment by the private sector. The Act should state that there will be specific standards to protect unique wilderness characteristics. These standards could be imposed within the

existing Operating Plan and National Environmental Policy Act (NEPA) procedures to control all phases of exploration or potential development activities, such as manner of ingress and egress, hours of activity, area of involvement at any one time, noise abatement, size and location of structures, availability of in situ mining, and temporary storage of overburden.

Recommended Revisions

Specific amendments to Sections 302 and 401 of the Act are recommended to clarify the intent of those provisions.

o As written, the release language in Section 302(b) is ambiguous and could be stated more concisely as follows:

"(b) National forest system lands in the State of Wyoming-

(1) not identified by Section 201 as additions to the National Wilderness Preservation System, or

(2) not heretofore designated by Act of Congress as additions to the National Wilderness Preservation System, shall be managed for multiple uses other than wilderness, until and unless otherwise directed by an Act of Congress. Such lands shall be managed in accordance with provisions (insert) of law generally applicable to units of the national forest system except that they shall be deemed, for purposes of all current and future land

management plans which are approved before December 31, 2000, and which are required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, to have been given adequate consideration as to the suitability of such lands for inclusion in the National Wilderness Preservation System."

Insert

OF THE FOREST AND RANGELAND RENEWABLE RESOURCES PLANNING ACT OF 1974, AS AMENDED BY THE NATIONAL FOREST MANAGEMENT ACT OF 1976, AND SHALL NOT AGAIN BE STUDIED FOR POSSIBLE WILDERNESS DESIGNATION BEFORE DECEMBER 31, 2000. AFTER THAT DATE, NON-WILDERNESS LANDS CAN AGAIN, THROUGH THE NORMAL FOREST PLANNING PROCESS, BE EVALUATED FOR WILDERNESS POTENTIAL.

o Section 401 is inconsistent with the intent of Section 4(d)(3) of the Wilderness Act, for reasons that are presently unexplained. Unless there is language provided in the Act to justify the provision, the following revision is recommended.

"Sec. 401. Notwithstanding any other provision of law, and subject to valid existing rights, lands within the national forest system in Wyoming which have previously been designated by Act of Congress for inclusion in the National Wilderness Preservation System, and lands which are so designated by this Act, are hereby ON JANUARY 1, 1984, withdrawn from all forms of

appropriation under the mining laws and from disposition under all laws pertaining to mineral and geothermal leasing and all amendments thereto. (insert) In case of the lands referred to in the preceding sentence, for purposes of applying the provisions of Section 4(d)(3) of the Wilderness Act, the date of enactment of this Act shall be substituted for the December 31, 1983, and January 1, 1984, dates referred to in such provisions."

Insert

IN ACCORDANCE WITH THE PROVISIONS OF SECTION 4(d)(3) OF THE WILDERNESS ACT.

Conclusion

The central issue in the Wyoming Wilderness Act is not limited to the acreages nominated in the Act but, more importantly, to post-designation management of wilderness areas. While the Act partially recognizes the importance of minerals by allowing minerals assessments and providing for a national need, the implementing sections in the Act fail to create an effective minerals management policy. The unavoidable result is protection of the wilderness values at the expense of mineral resources.

Admittedly, a solution to management of competing resources is complex; however, the problem must not be circumvented. It is our belief that the Wyoming Wilderness Act can be better defined to enhance opportunities for exploration and development of mineral resources, while protecting and preserving the quality of our wilderness areas.

Laramie Citizens for Wilderness
1615 Bonneville Street
Laramie, Wyoming 82070
April 30, 1982

Senator Malcolm Wallop
U. S. Senate
Washington, D.C. 20510

SUBJECT: COMMENTS ON WYOMING WILDERNESS ACT OF 1982 (S. 2118)
SUBMITTED AT SENATE FIELD HEARING, CASPER COLLEGE, WYOMING
FOR THE HEARING RECORD

Dear Senator Wallop:

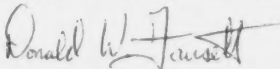
Attached are copies of statements of suitability for wilderness classification, letters of support for wilderness classification, maps indicating recommended boundaries, and color photographs depicting scenes of interest that were sent to all members of the Wyoming congressional delegation two years ago regarding five RARE II areas in Medicine Bow National Forest: Laramie Peak, Encampment River, Snowy Range, North Platte, and Huston Park. All of those documents are relevant to the purpose of this hearing and are incorporated into this statement by reference.

There has been no substantive response to any information presented to you in those documents. Now, a draft bill (S. 2118) has been introduced without an opportunity for public participation or comment prior to introduction. None of the proposed areas in Medicine Bow National Forest are included in the bill. We feel doubly betrayed. The areas of concern to us in southeastern Wyoming are ignored in the Wyoming Wilderness Bill, even as we were ignored in the drafting process.

If there are specific problems in designating any of these areas as wilderness, please state those problems publicly so that the issues can be addressed. Don't sweep southeastern Wyoming under the rug! This bill (S. 2118) as introduced scuttles the entire RARE II process as far as Medicine Bow National Forest is concerned.

We strongly appeal to you to hold a congressional field hearing in Laramie or Cheyenne to provide an opportunity here in southeastern Wyoming for detailed comment on the Medicine Bow roadless areas that were totally excluded from the draft Wyoming Wilderness Bill.

Respectfully submitted,



Donald W. Fausett

Laramie Citizens for Wilderness
1615 Bonneville Street
Laramie, Wyoming 82070

Honorable Malcolm Wallop
U.S. Senate
Washington, D.C. 20510

Dear Mr. Wallop:

We understand that you are in the process of formulating wilderness legislation for Wyoming, in order to resolve the RARE II situation.

We strongly support the Forest Service proposals for the Laramie Peak, Encampment River, and Snowy Range areas. While we support wilderness designation for the North Platte and Huston Park RARE II areas, we feel that the Forest Service proposals for those areas are woefully inadequate.

Therefore we are submitting the enclosed comments concerning the North Platte and Huston Park areas in hopes that you will consider them as you contemplate future wilderness legislation for Wyoming.

A great many people in the Laramie area have been supporting wilderness designation for parts of the Medicine Bow National Forest for years - and have studied those areas for years. In 1969 the debate was over protecting Laramie Peak from roads and timbering. We proposed wilderness classification for certain areas during RARE I in 1971-72, and produced a RARE I wilderness brochure (a copy of which is enclosed). Later on Savage Run took the spotlight; then RARE II became the focus. All along we have been committed to wilderness protection for these prime examples of wild country in the Medicine Bow National Forest: Laramie Peak, Encampment River, Snowy Range, North Platte, and Huston Park.

Even though these areas are relatively small, by Wyoming standards, they are of great importance to southeastern Wyoming as recreation, education, watershed, wildlife, and scenic resources. Also, if all of our proposals were adopted, approximately 90% of the Medicine Bow National Forest would still be open to development activities.

We feel that it is important to discuss these proposals with you and your staff in the near future, and we truly hope you will consult with us as you draft possible RARE II wilderness legislation.

Respectfully submitted,

Bart Koehler
Bart Koehler

Don Fausett
Don Fausett

Jennie McDonald
Jennie McDonald

Bob Richter
Bob Richter

Martha Christensen
Martha Christensen

PLATTE RIVER

We support a wilderness proposal of approximately 36,000 acres. (This could also include 1,000 acres of Prospect Mountain BLM roadless area.) We are convinced that in order to fully protect important tributary watersheds of the North Platte River, the entire RARE II area should be designated as wilderness.

This area has been one of high interest for citizen-conservation groups in southeastern Wyoming since 1971 (see enclosed brochure).

The major topographic features are the North Gate Canyon and a magnificent stretch of the North Platte River. The portion of river in this area is classed by the Wyoming Game and Fish Commission as "Class I - Blue Ribbon" which means that the river resource and fishery are of national importance.

There is a variety of vegetative patterns and diversity of habitat in the area, and important segments of winter range and summer range for elk, deer, and bighorn sheep. There are also several important elk calving areas within the area. Both golden and bald eagles have been sighted there.

The lower portion of Douglas Creek is included in this RARE II recommendation. Douglas Creek is a major tributary water of the North Platte, a Class II Fishery (of statewide importance) and a region of more gently sloping terrain. The Douglas Creek portion of this RARE II area contains the very scenic Devils Gate, and also Platte Ridge -- a forested ridge which provides scenic diversity and important cover for elk, deer, and bighorn sheep.

This RARE II area is presently being used as a resource for wilderness-type recreational activities. The river gets heavy rafting, kayaking, and canoeing use in high water periods, and is a very popular fishing area in late season. Additionally, the main hiking trail down the North Platte River from Six Mile Gap is closed to motorized vehicles (except snowmobiles) as is the main trail from Pelton Creek down Douglas Creek.

Timber conflicts are very minor - especially when one compares the small amount of commercial timber in the area to the total amount of timber in the forest (less than 1% of programmed harvest in the Medicine Bow National Forest).

The City of Cheyenne officials have expressed concern that wilderness designation of the Platte River Area would seriously conflict with their proposed water project. Such fears are totally unfounded. None of the constructed facilities would be in the area. Furthermore, the problem of reduced flows should not affect any consideration for wilderness - the Wilderness Act specifically does not conflict with State water laws.

The major drawbacks of the Forest Service proposal are that it does not include the entirety of Platte Ridge, which serves as the rounded backbone of the area; and the boundary cuts across tributaries of the North Platte, leaving the headwaters of the creeks out of the proposal, while including only the lower reaches of the creeks. Such a policy would lead to logging and roading of the headwaters - with resultant downstream degradation of the tributaries and the North Platte River.

Designation of the Platte River and Douglas Creek area as wilderness would complement the neighboring Savage Run Wilderness and would serve to further protect these few remaining undisturbed watershed areas in the Medicine Bow National Forest.

HUSTON PARK

We propose a wilderness area of approximately 50,000 acres. We feel that the Forest Service recommendation is inadequate because it does not include enough lower elevation vegetation (aspen and Gambel Oak) or enough of the lower Battle Creek drainage.

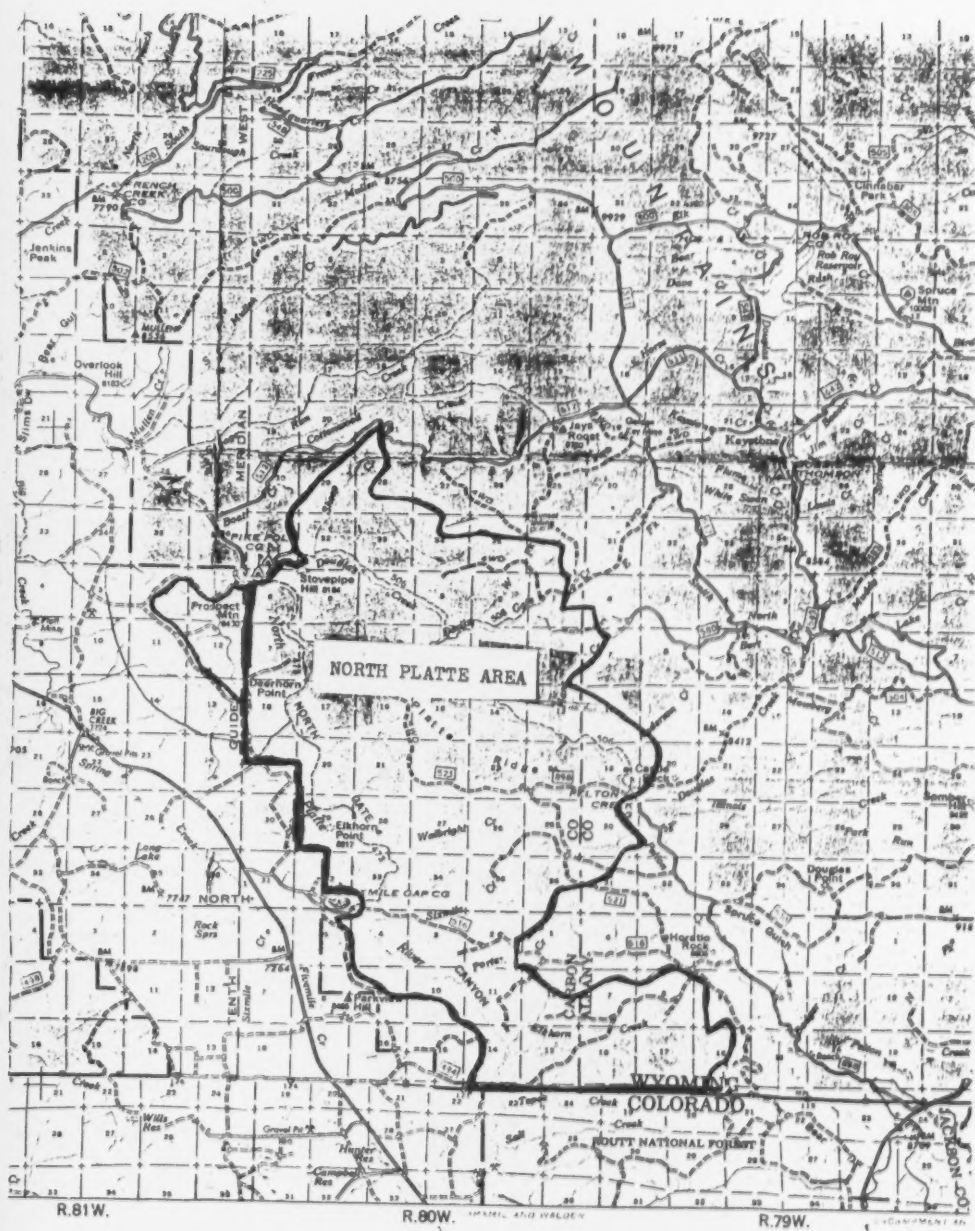
Local citizens have supported wilderness for Huston Park since 1971 (see enclosed brochure) and have continued to show their strong support during the RARE I and RARE II reviews and the Huston Park Unit ~~Lead~~ Planning process.

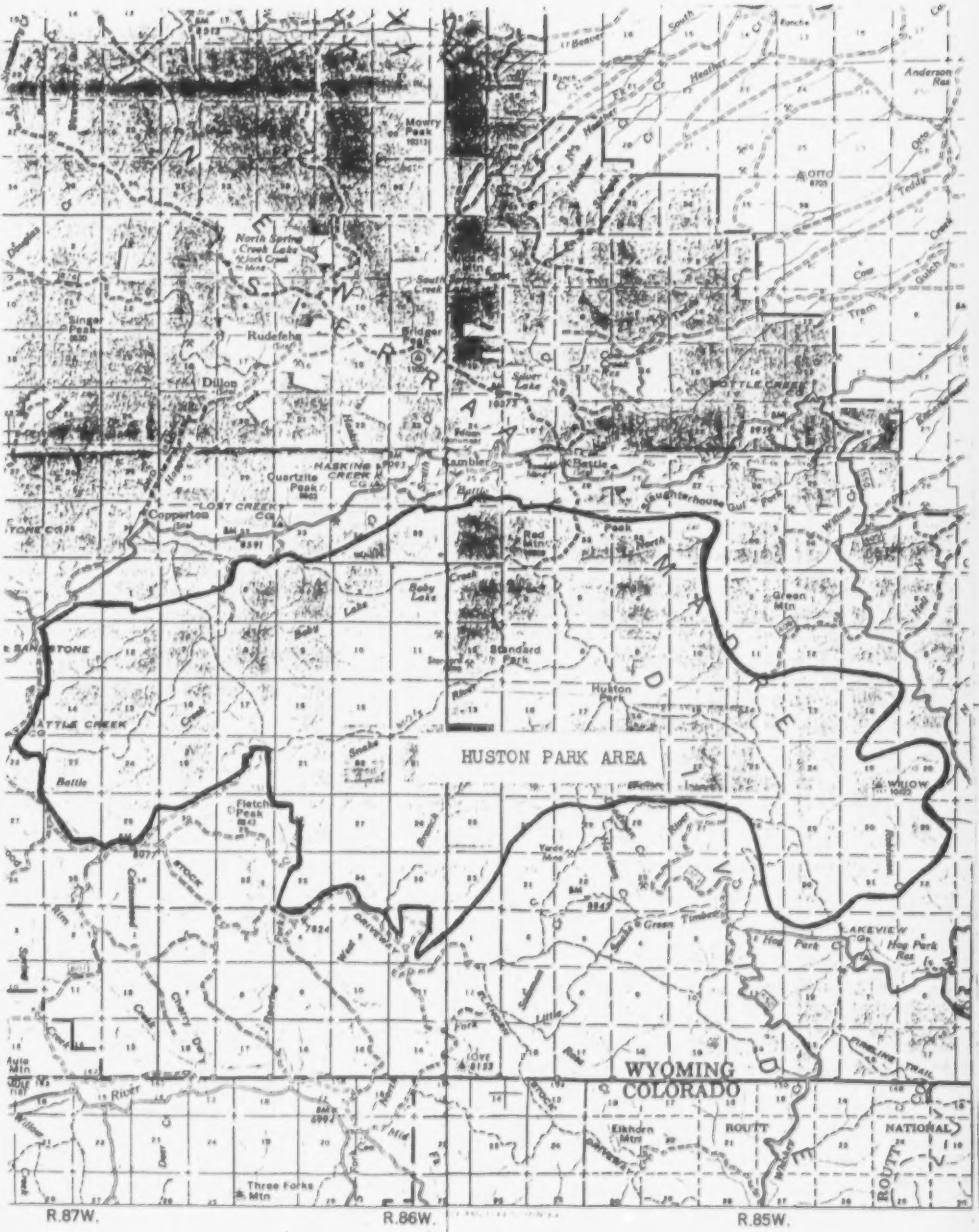
Huston Park sits astride the Continental Divide and includes headwaters of the Little Snake River and Encampment River. The area is generally gentle and rolling country with large sub-alpine meadows at high elevations dropping off to lodgepole and aspen stands at lower elevations. The area possesses diverse wildlife habitat for good populations of elk, deer, bear, and bighorn sheep. Fisheries are of high quality, with rare populations of Colorado Cutthroat trout in the area west of the Continental Divide.

Huston Park is a prime big game hunting area, an important recreation resource, and is used as a teaching and study area by the University of Wyoming. A series of sphagnum bogs are of particular scientific interest. The area also includes the northern-most extension of Gambel Oak in Wyoming and the rare Wake-Robin Orchid.

This area is the largest RARE II area in the Medicine Bow National Forest. Our proposal offers the opportunity to protect over 10 miles of the Continental Divide in an undisturbed condition. This is very important from a watershed protection standpoint; especially since the area is the source of municipal water for many Wyoming communities. Additionally the area is very scenic. It offers uncluttered, expansive views of the surrounding country -- there simply is no other place quite like it in the Medicine Bow National Forest.

This wild area is relatively free from resource and use conflicts. The most notable exception is the proposed expansion of the City of Cheyenne's water project. Nevertheless, only a small portion of our wilderness proposal is in conflict with Cheyenne's proposal (in the area designated as "further planning" by the RARE II program). Timber conflicts are minor. The core area has been closed to off-road vehicles for years.







West slope of
Baby Lake Creek
(Buxton Park)



Red Mountain
(Buxton Park)



Headwaters of North Fork
of Little Snake River
(Huston Park)



Sierra Madre Range
along Continental Divide
(Huston Park)



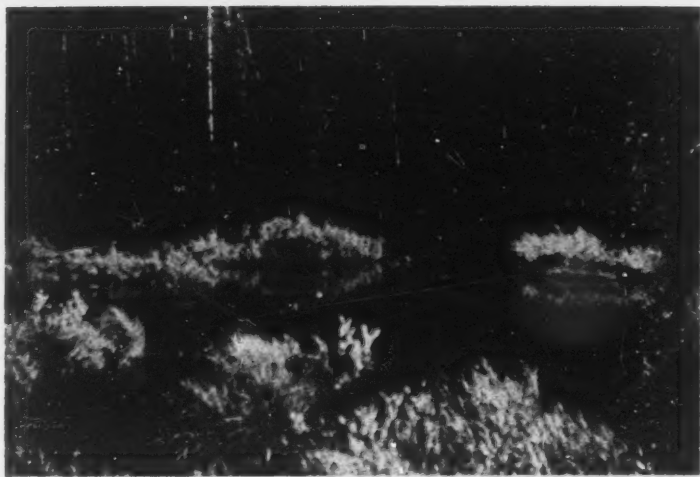
East Walbright Creek area
(excluded by USPS)
(North Platte)



Platte River Canyon
near Six Mile Gap
(North Platte)



Platte River Canyon
near Six Mile Gap
(North Platte)



Beaver pond
typical of area
(North Platte)

Laramie Citizens for Wilderness
1615 Bonneville Street
Laramie, Wyoming 82070
March 21, 1982

Honorable Malcolm Wallop
United States Senate
Washington, D.C. 20510

Dear Mr. Wallop:

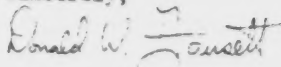
For over ten years now, a group of Laramie citizens has been actively supporting wilderness designation for candidate roadless areas in Medicine Bow National Forest. Two years ago, you were sent a letter outlining our activities over the years in studying and promoting protection for these Medicine Bow natural areas. Along with that letter, you were sent a report containing statements of suitability for wilderness classification, maps indicating recommended boundaries, and color photographs depicting scenes of interest.

As you know, five areas in the Medicine Bow National Forest were proposed for designation as Wilderness Areas by the U.S. Forest Service as a result of the RARE II studies. The five areas selected were the Platte River, Huston Park, Encampment River, Snowy Range, and Laramie Peak roadless areas.

We requested an opportunity to discuss those proposals with you and your staff as you worked on the draft of possible RARE II wilderness legislation. Now, a draft bill (S. 2118) has been introduced without an opportunity for public participation or comment prior to introduction. None of the proposed areas in Medicine Bow National Forest are included in the bill. We feel doubly betrayed. The areas of concern to us in southeastern Wyoming are ignored in the Wyoming Wilderness Bill, even as we were ignored in the drafting process.

We strongly appeal to you to hold a field hearing in Laramie to provide an opportunity here for detailed comment on the Medicine Bow roadless areas that were totally excluded from the draft Wyoming Wilderness Bill.

Sincerely,



Donald W. Fausett

Saratoga, Wyoming
May 7, 1982

Malcolm Wallop, U. S. Senator
P. O. Box 1014
Lander, Wyoming 82520
Dear Sir:

I am referring to my concern of the Wyoming Wilderness Bills H.R. 5625 and S 2119. First of all before the bill had ever come before a committee there had been talk of timber sales in some of these areas.

I am mostly concerned with four areas in the south eastern corner of the state. Huston Park with 50000 acres Encampment River with 13,840 acres
North Platte River with 36, 380 acres Snowy Range with 16,520 acres

There could not possibly be enough timber in any of these areas to warrant building a road. Lord only knows we now have enough roads through the Medicine Bow forest that are eroding and washing silt into the streams.

All four of these areas lend themselves to our wildlife, fish, elk, deer and sheep. We are situated next to two of our larger towns in the state, which put tremendous pressure on our game herds. Elk have to have some cover to hide in and to protect their young. It seems to me that invariably when the Forest Service let a timber sale, it will always wipe out one or more of these elk habitats.

Huston Park is the largest in this part of the state. It has a lot of mountain meadows which during summer and fall months are extremely wet. Before this area was put into a wilderness study it was unbelievable how people would tear these parks and meadows up with four wheel drive vehicles, pulling themselves out with winches, leaving great ruts. They are just now beginning to heal over and get covered back with grass.

This area has a large portion of its acreage that is very rough and rocky and lends itself to some Big Horn Sheep that are coming in from the Encampment River Canyon as well as deer and elk.

The Cheyenne water project proposal will go through a portion of this very rocky and steep country of the Huston Park area, which is bound to destroy much of this areas elk and deer habitat as well as fish and blue grouse. This water project is going to cost an unbelievable amount of money which could be accomplished by other means at less distruction and less cost.

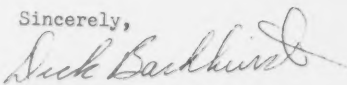
I would sincerely like to invite all of you to come this summer and ride all of these areas and particularly Huston Park and the Encampment River and see first hand what I have been trying to discribe to you in writing.

I feel very much about these areas as you do about Cloud Peak Area. I have spent much time the last forty years enjoying these areas hunting, fishing, riding horseback for cattle and enjoying every minute of it. I would hope that other people can also do this in the future without the sound of chain saws, log trucks and motor cycles running them off the trails.

I would like very much to have you include Huston Park area and the Encampment River Canyon area in your bill as wilderness areas. These areas even though somewhat smaller, are just as beautiful and need to be kept in their natural state, just as well as other parts of the state that have already been designated wilderness and the additions you propose in S 2119.

I feel this southeast area of the state needs to keep these areas as wilderness. Thank you for your time and I hope you will consider this in your bill.

Sincerely,



Dick Barkhurst

Star Route Box 13

Saratoga, Wyoming 82331

Statement to the Subcommittee
on Public Lands and Reserved Water

Riverton, Wyoming
May 1, 1982

Julie Holding

Senator Wallop, my name is Julie Holding and I live in Jackson. I have spent many weeks on Forest Service administered lands on my own trips and while working as an outdoor educator. I am very concerned about this piece of wilderness legislation and am glad to have the chance to speak to the Wyoming Wilderness Act of 1982, S2118.

I appreciate the effort that went into the Bill's preparation. However, I feel that the Bill is inadequate as it is now written and I hope that the delegation will reconsider the release language and the boundaries of the proposed wilderness areas.

There are two parts to my testimony. The first is specific, addressing the Du Noir; the second is more general, addressing the Bill as a whole.

The Du Noir is an example of the Bill's shortcomings. The Du Noir has been allowed to exist as wilderness until it was given essentially wilderness protection as a "special management unit." The selective cutting that took place in the 1920's was never repeated, and, if you went there, the stumps would hardly appear noticeable as they are now covered with moss and few and far between. Because no further cutting of timber was allowed, this area now has the values that S2118 attributes to wilderness: wild-life, scenery, recreation, solitude, watersheds, and provides "physical and mental challenge" and "inspiration for all Americans."

In this area the two major drainages, West Du Noir Creek and East Du Noir Creek, were left out of the S2118 proposed boundary. How can a watershed be protected when the two major drainages are left out? This area has clearly received special attention in the past for its tremendous value as a wild area. In addition, these lands are a part of the Greater Yellowstone Ecosystem which is nationally recognized as, and I quote from the introduction to the Bill, "some of the most outstanding wilderness country in the Nation."

In short, the Bill does not include enough land as wilderness, even in an area of national significance for its high wilderness quality.

Throughout the State, the Bill's recommendations for wilderness are too few and too small. In addition, the release language for all areas not included as wilderness is too stringent. Releasing these areas for mandatory multiple-use will permit the permanent destruction of the wilderness qualities these lands now have. I recognize that occasionally multiple-use management can retain some of an area's wild quality, but I ask: When economic considerations are weighed against the more difficult to define wildland values--when quantity in monetary terms is measured with the quality that is grizzly habitat or a lush meadow full of wildflowers in the spring, which will take precedence?

Our country needs oil, it needs timber. In a multiple-use situation these needs would surely dominate. As an example, Al Reuter, minerals specialist of the Bridger-Teton National Forest, is quoted in the Denver Post (4/15/82) as saying, regarding oil and gas development, "We're gearing up for it... We're adding mineral experts, more money and emphasizing the oil and gas potential (of the forest lands) in the forest plan."

This country does not need oil and gas so much that it can afford to trade these few wilderness lands now left. We must protect the wilderness we have and continue to explore alternative sources of energy.

Just briefly, and as a closing, I want to mention the moral deliberation that is fundamental to this issue. As John Rawls mentions in A Theory of Justice, our charge as members of society is to achieve a just rate of savings of our resources for future generations. We have a responsibility to our children and them to their children as those before us had a responsibility to us. We need to make choices in light of their needs, yet we may not be able to predict the needs of society 30 years from now. Thus we must allow a little extra, a little bit of the wild land as provided by nature, for insurance. We must insure that the ecosystem is self-sustaining at the current level of development before we develop it further.

I believe that the current Bill does not represent a just rate of savings. It is inadequate in the amount of land it sets aside as wilderness and how concretely it releases other roadless areas. Alternative W is a more appropriate choice.

I urge the delegation to reconsider the provisions of this Bill, S2118.

Thank you for the opportunity to comment.

To the Wyoming Congressional Delegation:

I would like to address my concerns about the Wyoming Wilderness Act. As the bill stands now, no new areas in Southeastern Wyoming will be given wilderness designation. This concerns me deeply, especially because the bill mandates that all areas not receiving wilderness designation be immediately made available to the mining and timber industries, as well as other non-wilderness uses.

The prospect of losing such beautiful areas as the Encampment River, Huston Park, Cow Creek, Laramie Peak, North Platte River and the Snowy Range to development alarms me. If these areas are developed, as the Wyoming Wilderness Act would permit, that would leave the small Savage Run Wilderness Area as the only wilderness in this part of the state.

I have always enjoyed hiking in unspoiled forests and meadows, and I want very much to continue being able to do so. But I now have a very young daughter and plan to have another child in the future. Anyone with small children knows how difficult it is to travel long distances in a car, or to camp out overnight without expensive camping gear. So if I want to take my family hiking, I am pretty much limited to areas close to my home in Cheyenne. There are countless other families in Southeastern Wyoming who are in the same situation. If the Wyoming Wilderness Act is passed in its current form, our opportunities for family outings in the wilderness will be severely limited.

For this reason, I support Alternative W as proposed by the Wyoming conservation groups. This proposal affords protection to several qualified areas, while still leaving ample land to be opened for timber and mineral development. I urge our Congressional delegation to seriously consider this proposal and to incorporate it into the Wyoming Wilderness Act of 1982.

Sincerely,

Ruth E. Massie

(Mrs.) Ruth E. Massie

STATEMENT CONCERNING THE
WYOMING WILDERNESS ACT, 1982
ADDRESSED TO
SENATOR MALCOLM WALLOP
RIVERTON WORKSHOP MAY 1, 1982

My name is Ben Linn. I live in Wilson, Wyoming. My brothers, my sister and I have a small ranch along the Snake River. My dad was born on the place. My grand-dad homesteaded it in 1904.

Over the past seventy-five years my family has had tremendous involvement with the National Forest. It has been our second home. We have timbered it, we have grazed it, and we have guided and outfitted in it.

My heritage is logging, ranching, and guiding. I make my living building log houses, operating a small sawmill, outfitting pack trips and guiding hunters.

I come before you today on behalf of the wildlife we have in Wyoming. All my life I've had a deep respect for wildlife and their ways and the places that they live. Over the years, as I've been able to spend more time in the woods, that respect has deepened. The appreciation of wild life and the woods, and the reality and magic to be found there, has become the main principal on which I base my life.

We have in Wyoming some of the greatest wild game herds left in the world. I don't believe that the delegations proposed legislation adequately protects this wild life resource. The protection of the winter range is as important as the protection of the summer range. Probably it is more important.

As well as this, I feel the delegation has the obligation to America to protect and keep viable the remnants of that timeless world that is free of the influence of machines. I hope modern man and future generations have the chance to discover this world and contrast it to their way of life.

For these reasons I support the Wilderness Coalition's Alternative W. I have had first hand experience in about half of the ranges and drainages described in Alternative W, and I urge the delegation for their support also.

I appreciate your time Senator Wallop and I ask for your most serious consideration of these comments. I also request that this statement be made a part of your permanent hearing record.

Thank-you.

For the hearing record

28 April 1982

To the Wyoming Delegation-- Sen. Wallop, Sen. Simpson,
and Rep. Cheney:

Rather than stressing eloquence, I would prefer making a few terse points--

1. The Wyoming Wilderness Bill is so inadequate it should be dropped. I feel wilderness areas need a blanket protection; the piecemeal approach of state-by-state proposals is proving a travesty.

2. I support "Alternative W". "Alternative W" is a reasonable proposal that would open huge tracts of land to development, yet preserve Wyoming's most important ecosystems.

3. Election time approaches. Reconsider your stance; you have misread the mood of Wyoming's electorate. I suggest you hold future hearings in Lander, Pinedale, and Jackson on weekends.

Thankyou.

Chris Englund
Chris Englund
Box 2166
Jackson, WY 83001

April 29, 1982

For the hearing record

Senator Malcolm Wallop:

I have been camping in Houston Park, the Laramie Peak area, and also in the North Platte river area. I deem these areas as being worthy of wilderness classification and urge you to include them in the proposed legislation.

Sincerely,

Mark Winkel
Mark Winkel
P.O. Box 4061
University Station
Laramie, Wyoming 82071

April 29, 1982

Hon. Malcolm Wallop
United States Senate
Russell Senate Office Building
Washington, D.C. 20510

RE: Wyoming Wilderness Act of 1982

Dear Senator Wallop:

Let me state for the record that as a Wyoming resident I am fully in support of ALTERNATIVE W, an action being sponsored by a number of Wyoming Conservation groups. I am by training a professional archeologist and am now in the process of completing my Ph.D. in that discipline. One of the major areas of my research has been cultural ecology, the study of the interrelationships of man and environment. Based on my observation as a professional, the Wyoming Congressional Delegation's proposal for wilderness is terribly deficient with respect to protecting Wyoming's natural heritage. That fact that Wyoming has the largest natural herds of antelope, elk, deer and other wild game species is no accident. These herds are large primarily because so much of Wyoming has been left undeveloped for so long. The continued survival of these game species demands that their total habitat, i.e. summer and winter ranges, be preserved. To isolate only those areas along the divides of our major mountain ranges dismisses totally the importance of the forested slopes and mid-elevation basins for these migrating species. An animal's useful habitat consists of the spring birthing areas, summer grazing locations and winter shelter zones. To eliminate any of these zones is to put these animals at risk. The only way we can eliminate this unnecessary peril is to expand the areas of wilderness designation in accordance with ALTERNATIVE W. For too long, too many other States have ignored or misunderstood the needs of the voiceless coinhabitants of this land. Let's not add Wyoming to that list. We have something unique in Wyoming which we ought to be able to pass onto our future generations.

Sincerely,



Thomas E. Marceau

cc: Senator Alan Simpson
Representative Richard Cheney

May 11, 1982

Senator Malcolm Wallop
Senator Alan Simpson
Representative Dick Cheney

C/O Tony Bevinetto
Subcommittee on Public Lands & Reserved Water
3104 Dirksen Senate Building
Washington, D.C. 20510

Dear Congressmen:

Although we favor putting all state wilderness areas off limits to mineral development, we are very disappointed with your proposed Wyoming Wilderness Act of 1982. The specific areas of the proposal which concern us are the drastically small amount of lands which would be designated as wilderness and the release language regarding all excluded lands.

The people of Wyoming have been told that the proposal is not set in concrete, suggesting that compromise is to be expected. We have heard quite a few people hypothesize that some areas such as the Teton Corridor, which seem obvious additions to the wilderness system, were deliberately omitted so that at the bargaining table, a few chips could be thrown to environmentalists.

What we don't understand is why the compromise should have to work in that direction. After listening to the Cache Creek-Little Granite Creek hearings, the Klondike Hill-Jack Creek hearings, and Washakie Wilderness hearings, it seems obvious that public opinion in Wyoming lies with preserving our wild lands. So why didn't you map out large wilderness areas and at the bargaining table throw scraps to the oil and timber interests?

Also, we are wondering why in your preparation of the bill you did not consult conservation interests. We have spoken with representatives of the Sierra Club, the Wilderness Society and the Wyoming Wilderness Association. All say they repeatedly offered their services, but were never allowed to make any input. We would be curious to learn

whether you consulted with oil and timber industries while preparing the bill.

The areas which you have recommended for wilderness include mostly alpine tundra, bare rock and permanent snowfields. Oil and timber industries don't have much interest in these areas and neither does the wildlife.

We urge you to expand your proposed boundaries to include entire ecosystems to protect critical breeding, birthing and wintering areas for wildlife as well as watershed values. We feel that Alternative W, offered by many conservation groups in Wyoming, is a thoroughly researched proposal which will do just that. We strongly support that alternative.

We wish to speak regarding several proposed wilderness areas which are "close to home" and have been omitted from your plan.

First, the Teton Corridor. Your exclusion of this small parcel of land, which is completely surrounded by Yellowstone and Grand Teton National Parks and the Teton Wilderness, was a big surprise. Surely you don't wish mining and timbering on this tiny island in the middle of undeveloped land--which would be clearly visible from the highway to Yellowstone.

What about the West Slope of the Tetons? The Teton wildlife and wild flowers are tremendously more abundant on the west side of the mountains, as the slope is more gradual and there is more cover. It would make sense to incorporate this land into Grand Teton National Park. Instead you propose to open it to multiple use. There could conceivably be a road all the way into Alaska Basin, an incredibly beautiful and fragile high mountain area. The accompanying hordes would devegetate, erode and pollute this basin in a short time. Easy access to the basin would also allow easy access to many more fragile areas within the national park which would also be quickly destroyed. Please protect the West Slope of the Tetons!

The Palisades area, just south of Wilson, was once recommended for wilderness classification by the Forest Service. However, we understand that when it was determined that the Overthrust Belt ran through the Palisades, the Forest Service changed this designation to "Further Planning". Is oil and gas potential the number one criterion for determination of wilderness lands? How do scenic beauty, abundance of wildlife, critical wildlife habitat and public

opinion figure in?

Finally, the proposed Gros Ventre Wilderness. Here again you seem to be preparing to axe more beautiful scenery and critical wildlife habitat in favor of the oil industry. Even though the Forest Service recommended the Cache Creek-Little Granite Creek area for wilderness designation, you have not included it in your wilderness proposal, citing the fact that mineral leases already exist in the area. Indeed, Getty Oil is about to bulldoze an unreclaimable road up Little Granite Canyon. Public opinion is heavily on the side of saving Little Granite, as evidenced by some 300 pages of testimony which appeared in the Final EIS for the Getty Oil proposed well site, most of which opposed drilling in the area. We sincerely hope you take the voices of your constituents a little more seriously than the Forest Service who addressed public opinion in two sentences in the Final EIS, basically saying--In spite of the 300 pages of protest which follow, we still support Getty Oil.

We feel that the lands we have specifically cited in this letter, plus the other areas which Alternative W would set aside as wilderness, do not constitute an unreasonable proposal. Even with these lands, only 3.5% of Wyoming, a state renowned for wilderness, would be protected as wilderness.

We also feel that the Forest Service should retain discretionary power in managing the national forests, including the right to preserve buffer zones around wilderness and critical wildlife areas. The release language in your bill seems to mandate that all parts of the forest not classified as wilderness be developed. Furthermore, we cannot see any justification for your stipulation that with the passage of your bill, no more lands can even be considered for wilderness until the year 2000.

Finally, we see no reason for mineral inventories on wilderness lands nor an unlock clause in your wilderness act. We are particularly worried about unlock language in Secretary Watt's national wilderness proposal which would allow wilderness to be released for mineral development upon Presidential recommendation unless Congressional veto from both houses is forthcoming within 60 days. Mining in sensitive areas would certainly have irreversible consequences, so why is irreversible protection so scary? The tiny amount of land which we are yet able to preserve should be preserved for all generations.

We thank you for considering our opinion and ask that you place this letter in the public record.

Sincerely,

Joseph Bernfeld *Betsy Bernfeld*

Joseph and Betsy Bernfeld
P.O. Box 474
Wilson, Wyoming 83014

P.O. Box 2339
Jackson, WY 83001

9 May 1982

I am writing to you concerning my objections to the proposed Wyoming Wilderness Act of 1982.

This bill excludes large wilderness areas within the Gros Ventre, Popo Agie, Cloud Peak and DuNoir areas. In addition, the Teton corridor and the west side of the Tetons, vital wilderness areas, are not included in the proposed bill. Other wilderness areas not included in the provisions of this bill would be deprived of the protection they now enjoy because the Forest Service would be prohibited from managing these areas to preserve their present wilderness character.

I also object to the provision that prohibits the Forest Service from designating any other suitable areas as wilderness areas until the year 2000.

Although the bill would not permit mineral leasing or exploratory drilling in any designated wilderness areas, it would allow seismic work in these areas. Any form of mechanized exploration is not consistent with wilderness designation.

I am appalled by the release language of the bill because it would open up for timbering, drilling and mining all roadless areas not officially designated as wilderness. This deficiency must be corrected.

State Senator John Turner has recently released a proposal whereby roadless areas, called Wyoming Roadless Resource Areas, not officially designated as wilderness would be protected in order to maintain their roadless character. A designation such as this should be incorporated into your bill.

While I commend you on your efforts to preserve wilderness in Wyoming, I strongly urge you to ameliorate the Wyoming Wilderness Act in order to adequately protect Wyoming's irreplaceable wilderness areas.

Sincerely,

Katharine E. Duffy
Katharine E. Duffy

P.O. Box 3763
Jackson, Wyoming 83001
May 9, 1982

Tony Bevinetto
Subcommittee on Public Lands & Reserved Water
3104 Dirksen Senate Building
Washington, D.C. 20510

Dear Mr. Bevinetto:

I was unable to attend the Wyoming Wilderness Bill hearings in either Casper or Riverton. However, please add my letter to the hearing record.

I support additions to the present Wyoming Wilderness Bill, especially the Teton Corridor, the West slope of the Teton Range, areas adjacent to the National Elk Refuge and the little Granite Creek. I feel these areas are vital parts of the Greater Yellowstone Ecosystem - which is the largest, relatively intact, ecosystem in the lower 48 states. Wildlife, such as moose, elk, deer and grizzlies, depend on the continuity of this ecosystem. Wildlife contributes greatly to Wyoming's uniqueness and economy.

Thank you for considering my opinion.

Sincerely,

Katie Grenier
Katie Grenier

Wyoming Outfitters Association

HEADQUARTERS P. O. BOX 1411 CODY, WYOMING 82414

REPLY TO THIS ADDRESS

MEMBERS OF OUR CONGRESSIONAL DELEGATION

LADIES AND GENTLEMEN

I am George Clover, of Jackson, Wyoming, and I address you as spokesman for the Wyoming Outfitters Association.

All the reasons for wilderness are well known to you, and are clearly enumerated in the Wilderness Bill. So, we will not reiterate them here.

The main purpose of this bill should be to give the maximum possible protection and preservation to the maximum possible area for the maximum possible length of time, at the minimum cost to the taxpayer for administration and public services, and without the creation of any new government agencies or subsidies.

It is clear that the lands not included in the wilderness bill can be expected to pay a heavy price in exploitation to compensate for the lands that are included, and we want these excluded lands to have more vigorous enforcement of protections and regulations than has been the case in the profligate and rapacious past.

Considering the magnitude of the decisions being made, and their ramifications, the proposed wilderness bill is pathetically minimal, and we firmly support a bill along the lines of Alternative W.

In addition to Alternative W, we want inclusion of those Federal Lands on the north and east of the Buffalo Valley Road from Turpin Meadows to the junction with highway 287, and then north along said highway to the south boundary of Yellowstone Park.

Also, we want those lands in the Corridor Area, given to the Park Service under P. L. 92-404, to be transferred back to the Forest Service for inclusion in the wilderness bill, immediately!

Wyoming Outfitters Association

HEADQUARTERS P. O. BOX 1411 CODY, WYOMING 82414

REPLY TO THIS ADDRESS

The inclusion of the Park Service lands will:

1. Provide a clear and unmistakable boundary between Forest Service lands and Park Service lands.
2. Eliminate a lot of the need for concurrent jurisdiction between the Wyoming Game and Fish Department and the Park Service, and eliminate a number of areas of confrontation between them.
3. Eliminate the persistent administrative harassment and provocation of outfitters, guides, and the general public by the Park Service striving to exert harsh and unjust controls over every use of these lands.
4. Prevent the ultimate extension of Grand Teton National Park to the south boundary of Yellowstone Park, in violation of the promises and assurances made during the public hearings on P. L. 92-404, and the blatant disregard of the written protections in the background documentation for that law.
5. Eliminate further abuse and mismanagement of the Corridor Area by the Park Service under the mandate given them by P. L. 92-404
6. Provide significant economies to the taxpayers, as it would eliminate over-regulation, and in spite of extravagant funding the Park Service have been poor stewards of these lands...

On the contrary, the Park Service persists in the unjust harassment, intimidation, and humiliation of those who dare to question their omnipotence.

They lavish their funds on attempted extensions of their control, the maintenance of their administrative collaborators, and the perpetuation of the insular and super-normal society that has been created and supported by taxes to be extorted from the-yet-unborn.

We are grateful for the opportunity to express our positions, and we will gladly assist in preserving our superlative wilderness heritage.

Kelly, Wyoming
April 28, 1982

The Wyoming Congressional
Delegation

Gentlemen:

I would like to take this opportunity to express my opinion with regard to the John D. Rockefeller Memorial Parkway and the adjacent corridor area.

I am not at all pleased with the situation that now exists in this area with regard to Grand Teton National Park.

I believe the original intent of the legislation was to have this area remain as it was before the creation of the John D. Rockefeller Parkway and it was not to be administered under the same guidelines as a National Park.

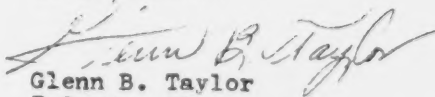
In order to alleviate many of the problems that now exist in this area, I would strongly suggest that the area be added to the present Teton Wilderness Area immediately. I feel that adding this to the Teton Wilderness would return the administration of the area to the Forest Service and would re-establish and maintain the pre-existing historic uses that are so vital to the area and the historic preservation with which we are all so vitally concerned.

Some of the uses I refer to are the outfitting operations and horse grazing permits along with horse oriented activities that are so important to the area and economy of the surrounding business community.

I urge you at this time to seriously consider the above suggestions.

Thank you for this opportunity to comment.

Respectfully,



Glenn B. Taylor
P.O. Box 37
Kelly, Wyoming 83011

Tim L. McFall
820 South 10th St.
Laramie, WY 82070
April 30, 1982

:Congressional Delegation Workshop:

Gentlemen, I hereby request that the following be entered on the public record on this the thirtieth day of April, 1982.

In your haste to protect the present existing wilderness areas in Wyoming, I fear that you have made it possible for Congress to deal the state of Wyoming a devastating blow. There is good that this bill can accomplish, but the potential for irreversible harm is alarming.

The choice of words in section 102 (b)(5) is appalling. I quote, "insure that certain other National Forest System lands in the State of Wyoming be made promptly available for non-wilderness uses, including, but not limited to, campground and other recreation site development, timber harvesting, etc." What would be the limits gentlemen? I also question what the effects of "watershed and vegetation manipulation" would be on these proposed multiple-use areas.

Section 201 (4)(B) mentions that logging roads "shall not be available for general public travel." The major questions here are how does one enforce this ruling and who will do the enforcing.

Section 302 (a) appears to be an attempt to lessen the burden of our nation's courts, but by doing so our rights as a free people are also subsequently lessened.

I would greatly appreciate if one of you would inform me as to the value of banning potential wilderness areas from being studied for wilderness designation. This is exactly what is proposed in section 302 (b). Section 302 (c) is an attempt to block any future project that may resemble RARE II. Suppose that with the passage of this bill a beneficial program superior to RARE II is inadvertently obstructed. Thus the state and the nation would be deprived of valuable data.

I strongly disagree with section 603. A wilderness area without buffer zones cannot be a complete wilderness area. The lack of buffer zones will have a detrimental affect upon the wildlife of the area, and will invite violations of any regulations protecting the wilderness area by those who would occupy the neighboring areas under multiple-use.

The small amount of energy that will be gained from the 3.6 million acres you plan to release for development is not worth the misuse of these lands. Do not sacrifice Wyoming's heritage on the altar of conspicuous consumption!

:A thought from Chief Seattle:

"The earth does not belong to man; man belongs to the earth. All things are connected like the blood which unites one family. Man did not weave the web of life; he is merely a strand in it. Whatever he does to the web, he does to himself."

Sincerely yours,

Tim L. McFall
Tim L. McFall

Rt. 3 Soldier Springs Road
Laramie, Wyoming 82070

April 28, 1982

Wyoming Congressional Delegation
Senator Malcom Wallop
Senator Alan Simpson
Representative Richard Cheney

Gentlemen:

I am writing in regard to the proposed Wyoming Wilderness Act of 1982 (S. 2119) and wish to have this letter included as part of the public record with respect to that legislation. I regret that I am unable to attend either of the public hearings on the Wilderness Act due to work obligations, and I hope that my opinions will be given respectful consideration.

In reading the proposed Act, I am impressed by its finality. It is obviously designed to provide a solution to the long-standing controversy over allocation of RARE II lands for future use. I heartily agree that action on this issue is imperative in light of pressures from various interests, but I am deeply disturbed by some of the actions proposed in the Wyoming Wilderness Act of 1982.

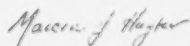
Section 201 of the proposed Act designates that 479,367 acres of the potential 3.8 million acres of roadless areas in Wyoming be designated as wilderness. I am interested in how or why these lands were selected. It is noted that these lands are included "in order to preserve the wilderness character of the land and to protect watersheds and wildlife habitat, preserve scenic and historic resources, and promote scientific research, primitive recreation, solitude, physical and mental challenge, and inspiration for the benefit of all of the American people." I contend that this is a big job for such a small amount of land and that the lands you have proposed for inclusion in the wilderness preservation system are inadequate to provide the above-mentioned amenities. Past experience with small wilderness areas such as those you have proposed (for example, Indian Peaks Wilderness, Colorado) demonstrates that small wilderness areas soon lose the values for which they were established due to accessibility and crowding. This results from their small size relative to demand, and the lack of adequate buffer zones. I believe we risk similar consequences in Wyoming if more land is not preserved as wilderness. I suggest that if you truly wish to preserve the wilderness values you state, you revise the Act so that these values will indeed stand a chance.

Title III, which releases the remainder of roadless areas for multiple use management appears to be largely motivated by economic interests. It is apparent that you have chosen to indirectly express your opposition to mineral leasing in wilderness by simply not including economically developable land in the wilderness preservation system. I find this an unacceptable basis for decision-making regarding whether lands should be designated for wilderness or multiple use. In this respect your Act greatly contradicts itself by recognizing the need for wilderness while actually denying its value or integrity.

I firmly oppose Sections 302b and c because they lock the door on all further consideration of additional wilderness areas beyond this Act. Your meticulous concern for finality in the release language makes obvious your desire to insure that all economically exploitable land will be available for development. Sections 501 and 502 seem to establish that even designated wilderness will be explored and developed if emergency dictates. This is a legitimate concern, but I would like to see those sections more explicitly written to assure that unnecessary exploration and development of wilderness could not take place.

In summary, I believe I have expressed the major issues of concern to me regarding the Wyoming Wilderness Act, although many smaller questions remain. I ask you to seriously consider revisions in the Act to establish more wilderness areas now, to allow for later additions to the wilderness system in Wyoming, and to better protect those areas which are established. Consider your place in history and your stewardship responsibilities, then revise the Act so that future generations may have the opportunities we have had to appreciate wilderness.

Sincerely,



Marcia J. Hayter

1014 S. 3rd St.
Laramie, Wyoming
82070

Wyoming Congressional Delegation
The Honorable Malcolm Wallop
The Honorable Alan Simpson
The Honorable Richard Cheney

Gentlemen:

I request that the following letter be included in the official record of the public hearing concerning the Wyoming Wilderness Act of 1982 held in Casper, Wyoming, April 29, 1982.

The Wyoming Wilderness Act of 1982 offers little to those in favor of preserving Wyoming's natural heritage in a wild and natural state. The Act provides a token offering of 480,000 acres to the parents of tomorrow's generations while releasing over 3.6 million acres to be "promptly available for non-wilderness uses, including, but not limited to, campground and other recreation site development, timber harvesting, intensive range management, watershed and vegetation manipulation, oil and gas exploration and leasing and minerals location and development." (Section 102b 4.).

Indeed, if the Wyoming Wilderness Act of 1982 becomes law, we today will make it legally impossible for our children to even consider wilderness designation for those areas not established by the Act until December 22, 2000 (Section 302b & c). This Act, in my opinion, is a premeditated infringement upon our descendent's freedom of choice. After 20 years of non-wilderness management we can be assured there will be precious little suitable land to be incorporated into the wilderness system.

Section 502 of the Act is an insult to the American people. During a true national emergency, I hope to God neither the executive or the legislative branch of our government will need the guidance of the Wyoming Wilderness Act of 1982.

Section 603 is an attempt to deny reality for the sake of legal and managerial convenience. Buffer zones are needed in some form for the majority of current and proposed wilderness areas. Temporal and spatial isolation is what establishes and protects the wilderness qualities of an area.

The Wyoming Wilderness Act would provide for a great potential in regional economic and political activities but the question remains, for whom and for how long. Once altered a natural ecosystem may never regain its integrity, while man, like a river, will change his course to maintain the easiest path. The Wyoming Wilderness Act of 1982 is similar to the un-natural confinement of a river, it is a blatant attempt to direct the future of Wyoming down a one-way course to the exploitation and destruction of an infinitely complex and irreplaceable spiritual, ecological and economical resource.

Sincerely,

Keith S. Hadley

Keith S. Hadley

April 29, 1982

Senator Malcolm Wallop
U.S. Senate
Washington, DC

20510

Michele Potkin
Box 3574
University Station
Laramie, Wyoming 82071

Dear Senator;

As a botany student at the University of Wyoming, I am very concerned with the proposed bills in congress concerning Wyoming's wilderness and what lands will be open to mineral exploration and development.

I am not personally against logging, oil, and gas development as I am studying the botanical aspects of reclamation on these disturbed sites in my course work. But as a concerned citizen for the future of our public lands, I feel we need to stand back and take a serious look at the conservation ethics behind development. Wyoming has had a career history of boom-bust cycles of development. It's about high time the federal government and other outside corporations are controlled in this state.

In support of "Alternative W" and protection of the 4 million acres of National Forests in Wyoming, I urge the Wyoming Congressional Delegation to reconsider the present bills in congress concerning Wyoming Wilderness or Wyoming will never again have as much wild land as we presently enjoy. The wild lands are Wyoming's heritage, wilderness is what makes Wyoming!

Most sincerely,

Michele Potkin
Michele Potkin

Please enter this letter into the Wyoming Wilderness Act of 1990
Public Lands record.

Dear Senator Allot, 1992 MAY -3 PM 10:40

I have followed the question of development in the wilderness with great interest, and have considered the issue from many angles. I am a Wyoming outfitter and sportsman, I have worked as a logger and in various oil field positions, and I try to picture what the future holds in store for the generations to come.

I have decided that the best and wisest thing we can do to the remaining wild lands in Wyoming is to not only leave them alone but strictly protect them as well. With our nation's population growing by millions annually, sooner or later (probably sooner) the natural resources that this country has taken for granted will be exhausted. It is foolish to sacrifice our wild lands while looking for the panacea to support our high lifestyle. We are the envy of the majority of the people in the world for having such spectacular scenery and tourists always have and perhaps always will come to see, hear and smell our wild lands long after the last drilling rigs have shut down or the last load of logs have been cut into lumber. Our wilderness and potential wilderness are far more valuable left alone than developed.

I have studied the Alternative W proposal and favor this addition to our wilderness system more than anyother proposal. I urge you to support and act upon adding these areas surrounding existing wilderness areas to the wilderness system in the Wyoming Wilderness Act.

Thank you,

Tory Taylor

Tory Taylor

Tory & Meredith Taylor
Diamond in the Rough Ranch
P. O. Box 661
Moose Creek, WY 82433

May 8, 1982

Senator Malcolm Wallop
U.S. Senate
Washington, D.C. 20510

Dear Senator Wallop:

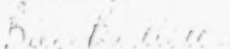
I have been very interested in the Wyoming Wilderness Bill. I was unable to attend the Riverton Workshop or the Casper hearing and request that this letter be included in the official hearing record.

I am an avid hunter, fisherman, cross country skier, backpacker and horsepacker. Obviously the outdoors means a great deal to me. I have specifically hunted in the Dunoir and am disappointed that the heart of the area (meadows, streams) would not be protected by your bill. Originally my position was to support the protection of the Rare I and Rare II inventory lands. A multiple use agency, U.S.F.S., spent taxpayers monies and gathered public input to complete the inventories. I feel that they objectively completed the job required of them. But, in consideration of other user groups, I feel that the protection of all of these lands is politically not possible.

At the other end of the spectrum I see the Wyoming Wilderness Bill as "bare bones" legislation and especially object to the "release language".

I see the environmental groups, Alternative "w", as a compromising middle position and would like to go on record as supporting it.

Sincerely,



Bill Bartlett
835 South 9th
Lander, WY 82520

May 13, 1982

Senator Malcolm Wallop
Russell Senate Office Bldg.
Washington, D.C. 20510

Dear Senator Wallop,

I wish to go on record as supporting an expansion of the proposed Wilderness Bill to include:

Cache Creek and Little Granit along the lines advocated by The Jackson Hole Alliance...in fact I would really like to see the entire Gros Ventre Mountain Range remain in tact; also I would like to include The Teton Corridor, The Fall Creek Area of The Palisades and The West Slope of The Tetons.

Our generation, nor any other for that matter, has not the right to damage these areas for so ephemeral an indulgence as oil. To do so is tantamount to The Ultimate Vandalism.

Thank you for your attention to this very important matter.

Jouida Gail
Box 2227 Jackson, Wyoming 83001

Jouida Gail

Please have this statement included in the hearing record on
The Wyoming Wilderness Act of 1982

Jeffrey Grenier
P.O. Box 3763
Jackson, WY 83001
May 11, 1982

Senator Malcolm Wallop
Russell Senate Bldg.
Washington, D.C. 20510

Dear Senator Wallop:

I was unable to attend the recent Wyoming Wilderness Bill hearings. However, would you please add my letter to the hearing records.

I support "Alternative W", especially those areas surrounding Yellowstone NP, Grand Teton NP, the National Elk Refuge and Little Granite Creek. These areas are invaluable to Wyoming's economy and beauty. They are also the most magnificent reservoirs of a very diverse wildlife population, the most unique in the lower 48.

Thankyou for your consideration.

Sincerely,
Jeffrey Grenier
Jeff Grenier

ANYTHING ELECTRICAL

WASHINGTON ST., NEW CASTLE, PA. 16101 (412) 652-5566, 652-2531

May 12, 1982

Senator Malcolm Wallop
Russell Senate Office Building
Washington, D.C. 20510

RE: Red Bluff Ridge

Dear Senator Wallop:

This letter is to express my concern relative to Red Bluff Ridge near the Darwin Ranch and my desire to see it incorporated into the Wilderness proposal.

I first learned of the Darwin Ranch several years ago. My first visit to the Ranch was in 1981 for elk hunting. Along with spending money for the hunting license, money for the stay at the ranch and for guides, we spent one night in Jackson Hole on our way into the ranch and two nights there prior to leaving Wyoming. Granted most of our expenses were incurred at the ranch, but the economy was boosted by the six of us renting motel rooms for three nights, meals for six people for three days, souvenir shopping for our families and general sightseeing, such as Yellowstone and other points of interest in the Jackson Hole area. My expenses for that trip were well in excess of \$2,500.00.

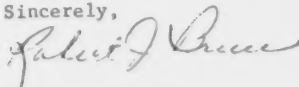
This might seem like a small contribution to the economy but if a site such as the Darwin Ranch, with its "available remoteness" were not available, I would doubt if any of our party would have made the trip. By excluding the Red Bluff Ridge from the Gros Ventre Wilderness, the aesthetic values--the remoteness would diminish and the enjoyability of many who appreciate these qualities would decline.

I would like you to consider the economic impact from parties such as ours which, in a two week stay, spent in excess of \$12,000.00 in this area.

I shall look forward to your positive reaction to this correspondence and I hope to again spend time at the Darwin Ranch in the middle of the Gros Ventre Wilderness Area.

It would be appreciated if this letter is included in the records and I thank you for your time and consideration.

Sincerely,



Robert J. Bruce

CC: Senator Alan Simpson
Congressman Richard Cheney

ELECTRICAL CONTRACTORS AND ENGINEERS

May 10, 1982

Senator Malcolm Wallop
Room 2201 Federal Building
Casper, Wyoming 82601

Dear Senator:

I attended the 30 April 1982 subcommittee hearing in Casper, but did not testify, and if it is possible I would like this written statement to be entered into the record.

My name is Curt William Meyer, I am a resident of Laramie, and a senior in the Wildlife Conservation/Management program at the University of Wyoming.

Following are my comments on the Wyoming Wilderness Act of 1982, S. 2118.

I support the withdrawal of all new and existing national forest wilderness areas in Wyoming from operation of the mineral leasing laws.

I do not support the restriction of further wilderness study by the Forest Service until the year 2000. Wilderness designation should remain as an equal option to timber sales, oil and gas leasing, or any other alternatives in Forest Service management plans for non-designated areas.

I would suggest that the language of S. 2118 be altered to clearly state that released lands would continue to be flexibly managed by the Forest Service, as anything from roadless to fully developed.

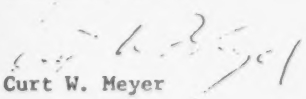
The recreation and solitude that wilderness areas provide are two of their most unique and rare qualities. As this nation's population grows, along with the entire world's, solitude will become increasingly hard to experience. I believe this is a very real reason for expanding the acreage of designated wilderness. There may be no way to value an area according to its solitude potential versus its crude oil, or natural gas potential, but that doesn't mean we should completely ignore the more abstract, and personal qualities that a potential wilderness can offer us.

S. 2118 is a start, and I commend the Wyoming congressional delegation on putting together a base around which all of us concerned about Wyoming's wilderness can focus our experiences, thoughts, and opinions to create the best possible Wyoming Wilderness bill. I say S. 2118 is a start because I believe it ignores some areas of Wyoming that should be designated wilderness. I would support the inclusion of all the areas presented in "Alternative W" in the wilderness system, but realize that this may be just too much. Somewhere between S. 2118 and Alternative W can be found a compromise. In closing, I want to express my support for the inclusion of the following two areas in southeastern Wyoming into the wilderness system:

- 1) The North Platte River canyon. The tremendous growth in popularity that this area has received points to its important recreational and aesthetic values. The upper North Platte is classified as a Blue Ribbon Trout Stream, and is managed as a wild trout fishery, existing solely on natural reproduction. I have talked with a research fishery biologist from the State Game and Fish Department who has done extensive study on this river and he believes it should be classified as a wild and scenic river.
- 2) The Encampment River canyon. I have hunted elk in this canyon for the past two seasons and I can only describe the area as breath-takingly rugged. The wildlife and hunting opportunity is not the major reason why I would like to see this area designated wilderness (I've returned home both seasons without firing one round); it is the so called "wilderness experience" I have had there. This is an area where I can go and imagine what it must have felt like to be an American adventurer and pioneer; to look into the past and know something of what men like Lewis and Clark, John Colter, Jim Bridger, and many others must have felt when they entered the wilderness.

To me these thoughts and experiences are very real and precious. They are important enough that I am asking you to add such areas as the Encampment River canyon and the North Platte River canyon to your wilderness bill.

Sincerely yours,


Curt W. Meyer

P.O. Box 3
Cora, WY 82925

12 May, 1982

Senator Malcolm Wallop
Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

I was unable to testify at the Public Lands and Reserved Water Subcommittee hearing in Casper on April 30th because I was scheduled earlier in the day than I had requested. My testimony was handed in for the record, but at the end of the day my perspective had shifted somewhat, and my conclusions may be summarized briefly as follows:

- 1) The prohibition against further wilderness designations until after the year 2000 is flatly unacceptable. Public opinion on land use is changing rapidly, and if Wyomingites should decide in five or ten years that they wish to protect more land in its natural state, they must be able to do so.
- 2) The release language, if it is not designed to enforce non-wilderness development, must be clarified. Alternatives, including the present concept of multiple-use, and preservation as undeveloped de facto wilderness, must be permitted.
- 3) Alternative W is extreme, but like a Russian bargaining position, these people have asked for the whole pie in the hope of getting a few slices. I believe some additions to the present Wilderness bill are essential; inclusion of some land in the Medicine Bow country, broadening of the Cloud Peak area, and expansion of the boundaries in the Gros Ventre and Teton areas would seem to be a minimum.
- 4) My area of specific concern remains topmost in my mind: the upper Gros Ventre valley, where the Darwin Ranch is located, must be protected against the proposed portion of the Kinky Creek timber sale on the north slope of Red Bluff Ridge. The long term benefits to Wyoming far outweigh the value of the timber, both in terms of protecting a major entry point to the Gros Ventre Wilderness and saving an irreplaceable Wyoming business—the Darwin Ranch—that gives more economic benefits to the state than the timber will provide.

I urge you strongly to consider these four points as essential changes in the Wyoming Wilderness Act of 1982.

Sincerely yours,


John B. Cooke

Statement For The Record S. 2118

May 11, 1982

Anita Montgomery
1002 Sherry Drive
Riverton, Wyoming 82501

The Honorable Malcolm Wallop
Senator from Wyoming
452 Russel Building
Washington, D.C. 20510

Re: S. 2118 Wyoming Wilderness Act of 1982

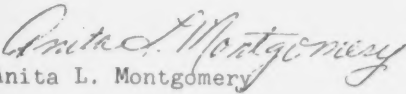
Dear Senator Wallop,

I have been a resident of Wyoming for 32 years and am very much against turning more of our state into Wilderness area.

If the Wilderness Act is passed, much of our hunting and fishing areas will become inaccessable for most of us.

The average Wyomingite cannot afford to rent horses and many of us do not enjoy backpacking. Why limit our beautiful state to such an exclusive group?

Sincerely,


Anita L. Montgomery

Gwendolyn Kay Gossett
818 Lombardy Circle
Riverton, Wyoming 82501

May 11, 1982

The Honorable Malcolm Wallop
Senator from Wyoming
Wyoming Office
2201 Federal Building
Casper, Wyoming 82601

Re: Statement for the record on S. 2118
Wyoming Wilderness Act of 1982

Dear Senator Wallop,

I am a Wyoming native, I am 16 years old, I enjoy fishing hunting, snowmobiling, cross-country and down hill skiing, camping, and backpacking. I feel there is a need for more land to be designated for public use. Areas that my grandparents and parents were able to drive to have been made off limits to all but the rich and healthy. I would prefer that no more land be made wilderness.

The Wyoming Wilderness Act of 1982 is a good compromise and I could support this provided there are not more acre additions than the 480000 to the wilderness. To free up the other land for multiple use is a good move, as is stopping the exploration and leasing in wilderness.

Sincerely,

Gwendolyn Kay Gossett
Gwendolyn Kay Gossett

P. O. Box k,
Jackson, Wyoming 83001

May 6, 1982

Senator Malcolm Wallop
U. S. Senate,
Washington, D. C. 20510

Dear Malcolm:

Thank you for sending a copy of your proposed Wyoming Wilderness bill. You and the other members of the delegation are to be congratulated for your work on this very timely and necessary legislation.

Upon study of the bill I have, however, decided that some changes need to be made. As many others have stated, you have restricted the wilderness requirements to the high mountain tops and left out very important ecological units surrounding them.

Specifically, I favor the Alternative W plan which takes in additional acreage on five national forests in the state. Here in our own country I am particularly interested in the Teton Corridor, west side of the Tetons, the Gros Ventre, the Palisades, Grayback Ridge, Commissary Ridge and Bridger Wilderness Additions.

Also, I am really concerned about the release language. Though your bill withdraws all wilderness areas in Wyoming from mineral leasing it seems imperative to me that proposed wildernesses should also be off limits to mechanized exploration, leasing and development. On this subject, I hope you will not support the Helms-Hayakawa bill (S.842) which would open roadless areas across the country to exploitation.

I would also like to urge you to make sure that the Red Bluff Ridge be included in the Gros Ventre wilderness, in order to save that country from clear-cutting that is planned by the Forest Service.

I regret that I was unable to attend the hearings in Casper and Riverton. Please enter this letter in the hearing record.

Sincerely,

Louise

Louise Marie-MacLeod

Sen. Simpson

Statement for the record on S-2118

May 11, 1982

Dear Senator Wallop,

I am not a native of Wyoming but have lived here for 16 years, the mountains and lakes have become a part of my life. I do not feel that any more land is necessary to be placed as wilderness areas. Please do not let the people who have never seen Wyoming's beautiful lakes and trees take it away from us who love and enjoy it so much. The bill as it is right now is okay but do not let them change it.

Sincerely,

Donna Hernandez

Donna Hernandez

*415 Pine
Riverton 82501*

Statement for the record S-#2118

Senator Malcolm Wallop
Washington, D.C. 20510

Dear Senator,

I am against any more land to be included in the wilderness area. I feel that not everyone is physically able to go backpacking into these areas or financially able to have or rent horses to enjoy the beauty of nature in our wonderful state. I will agree with S-2118 as it reads now, but if any more land is taken I am against it. I have lived in this State all my life (38 yrs) and have respected and loved the land in Wyoming.

Respectfully,

Richard G. Hernandez

Richard G. Hernandez

R. S. GOSSETT, D.D.S.

STATEMENT FOR THE RECORD S. 2118

May 9, 1932

The Honorable Malcolm Wallop
Senator from Wyoming
452 Russel Building
Washington, D. C. 20510

Dear Senator Wallop,

I am asking that no more land be included in the wilderness system. I am a practicing dentist, so do not stand to gain nor to lose financially regardless of the outcome of S. 2118. I have been a resident of Wyoming for forty-two years and love the mountains, lakes, plains and desert and enjoy them all. If more areas are made wilderness it needlessly ties up additional lands and makes them unavailable for use except by horseback or backpacking. This limits their recreational use to only a few!

As a most liberal compromise, I could possibly concur with your Senate bill #2118. Please go no further than this bill as far as the amount of land going into the wilderness system.

Sincerely,



Ray S. Gossett

818 Lombardy
Liverton 82501

STATEMENT FOR THE RECORD S. 2118

May 9, 1982

Gail K. Gossett
318 Lombardy Circle
Riverton, Wyoming 82501

The Honorable Malcolm Wallop
Senator from Wyoming
452 Russel Building
Washington, D. C. 20510

Re: S. 2118 Wyoming Wilderness Act of 1982

Dear Senator Wallop,

I have been a resident of the State of Wyoming for 40 years, I would neither gain or lose in an economic way if S.2118 is made law. I would lose the pleasure of enjoying 480,000 acres of Wyoming if it is made wilderness. I oppose any more wilderness in Wyoming.

I commend you and Senator Simpson for the viable compromise that you have written into S. 2118. I could support this bill if you are able to pass it as written. I oppose the addition of any more than the 480,000 acres of wilderness, and if it is possible less acres into wilderness would be better.

I admire you for taking the time to have the workshops in Wyoming.

Sincerely,


Gail K. Gossett

Post Office Box 1482
Cheyenne, Wyoming 82001
April 26, 1982

Wyoming Wilderness Project
c/o The Sierra Club
Post Office Box 1078
Lander, Wyoming 82520

Feel free to use this letter during the public hearings on the proposed Wyoming Wilderness Bill.

The wilderness bill as supported by our congressional delegation is a mockery. It should more aptly be called a non-wilderness bill as it would effectively nullify the addition of more wilderness areas to the inventory of lands to be considered and by opening wilderness study areas and larger areas of our national forests to mining, drilling, oil and gas exploration and their development, and timber cutting and harvesting, would effectively remove wilderness study areas from further consideration and destroy the beauty, hunting and fishing, camping and backpacking and other recreational opportunities, and pride in the great outdoors that is being preserved in our national forests and parks.

By exploiting our natural resources for short-term gain and profit, we will lose the natural resources we exploit now, our land, water, animal and plant life due to the destruction of habitat and the intangible qualities being preserved in those areas now being considered for commercialization and industrialization such as the natural and aesthetic beauty of our country, diversity of life forms, which may be more tangible than not, and the respect and pride of our descendants.

For I firmly believe that we must leave as much of our nation as we can intact and unspoiled for future generations of Americans as our forebears left in trust for us. If we do not begin to take immediate steps to preserve our land, wildlife, water and natural resources, for the benefit, enjoyment and use of those to follow us, those future generations will have lost a vital piece of the heritage that is rightfully theirs. And if they blame us, their forebears, for destroying that heritage for the short-term gain and profit that the proposed wilderness bill will make possible, we will justly deserve that blame.

In accordance with the above opinions, I am opposing the proposed Wyoming Wilderness Bill as it now stands and supporting "Alternative W."

I do not want to lose a part of my heritage; the many opportunities and rich memories I have had and hope to continue to have that are made possible through my use of our national forests and parks and wilderness areas. In the past few years those opportunities to camp and backpack have diminished as more timber cutting and harvesting is being allowed in the Snowy Range area and in the Medicine Bow National Forest.

Deborah L. Nielsen
Deborah L. Nielsen
(Member: National Wildlife Federation
Wyoming Outdoor Council
Wyoming Wildlife Federation)

29 April 1982

Senator Malcolm Wallop
U.S. Senate
Washington, D.C. 20510

Re: Comments on Wilderness Bill of 1982, for the hearing record.

Dear Sir:

I, Tom Allen of Story, Wyoming, am unable to be here today to express my views personally because I would have to be absent from my classroom. My principal could not find a qualified substitute at this particular time. Aside from that fact, it is unfair to ask taxpayers to accept the absence of a teacher, a qualified professional, from the important job they are paying him to do just so he can attend such a hearing.

It is unfortunate that such hearings are held during a working day as it is highly discriminatory. Employees of timber and other resource industries can attend, and at no loss in salary, while others of us may not, without sacrifice to those we serve and without loss in salary. Perhaps I am naive - there may be a method in this madness.

This comment starts on a bitter note and as I review the Wilderness Bill of 1982, a miserable concoction of the Wyoming delegation; the bitterness will persist.

This bill is a nothing for wilderness preservation; a big zero as far as setting aside real wilderness for my children and theirs. Specifically, it grants really nothing that is not already in the original bill of 1964. The mineral exclusion language is but the sugar coating on the bitter pill of the rest of it. The bill represents a huge sacrifice by the most of us for the great benefits to a few, the resource exploiters. This is not surprising in view of the lobbying pressure that must come to bear upon the Wyoming delegation. It would take very strong statesmen, indeed, to resist this pressure and to instead do the right thing and represent all of the people of Wyoming.

Specifically, if in fact the bill is not "cast in concrete", or if cast, it just isn't set up yet, I would make some suggestions. This may be a futile attempt, as just an ordinary citizen, but I do have a sensitivity about wilderness born out of familiarity and based upon biology, my special skill and training. I strongly recommend the inclusion of a mere 15,000 acres, the Tongue River Canyon area.

The Cloud Peak Primitive Area, which the Nothing Wilderness Bill of 1982 seeks to make Wilderness, is mainly alpine, devoid of variety, essentially a tundra-like biome, restrictive in its animal species and plant types - beautiful to be sure, a necessary part of wilderness but limited in many other wilderness values, save rocks, ice and solitude.

Tongue River Canyon, with its great, high rocks, its sparkling stream, its trees, grass and wildlife, and its easy accessibility, would provide a wilderness experience for many who can't get to the alpine and who hope to see more than rocks and snow. The great box canyon, an awe-inspiring phenomenon, attesting to the power of water, the hugeness of the vista is breathtaking - should be a part of the

Wilderness of 1983.

The Wild Bill of 1982 makes me as mad as the Indians must have been when they were given land for their reservations. Give them only the useless land, the seemingly unproductive, - save the good stuff for the big money boys, the mineral and resource investors, exploiters and the developers.

When I see a map, an overview of all the wilderness and potential wilderness in the whole state, I am always astounded at how small the additions are that we ask for in Alternative "W" and how huge is the area that resource exploiters now have for, so called, multiple use. They apparently aren't content with 90 percent, or 95 percent, they want it all. It seems horrendously shameful that we can't be more fair about the matter. It just isn't fair to grant only the rock and the snow to the people for their wilderness heritage and condemn the rest, the defacto wildernesses to multiple use. Multiple use is, in effect, not really multiple but single use, that is, resource development and exploitation, and in places which are all but impossible for such development.

I refer here now to another area, the Rock Creek extension. The 1982 Bill seeks to exclude this area and instead release it for single use, timbering. Anyone can see that timbering here is all but impossible. However, it seems that all too often, developers seem to be fascinated by the impossible. I suppose they will use helicopters, balloons or even rockets to shoot the trees out of this rocky enclave, and in the process destroy, mutilate, pollute and ruin another gorgeous piece of the "setting for the crown jewel". In all of the Bighorns the quality of the timber does not justify logging when compared to the value of the standing timber for watershed protection, wildlife habitat, and wilderness recreation. Rock Creek should be included in the Wilderness Bill of 1982 if any area should be included. Again, th there is access to a real wilderness experience of variety. It is excellent wildlife habitat; it has spectacular vistas; it has aspen valleys, tall grassy meadows, beautiful water, magnificent rocky spires, and opportunity for solitude. It is steep, rugged, rocky; a formidable challenge to man the explorer, the nature lover. It is so formidable as to deter all but the insane developer. Its role as an ecosystem, a viable part of the systems of nature, as watershed, wildlife habitat, a reservoir of species essential to life as a whole and to man as well, should be the first criterion for deciding its fate. It must be protected by inclusion in official wilderness.

I'm afraid that this commentary will end, as well, on a bitter note in these times of a new president, a new Interior secretary, and the maddening swing of the pendulum extremely away from environmental values and toward exploitation, industrial patronage, so called "free enterprise" a la federal subsidy. I guess I still have a hard time living with the fact that this country seems to be run by the "Golden Rule" - them that has the gold, rules. I had such hope, for awhile, that man might be getting his act together and do the right things about man's ecosystems. I don't really see much hope for man's future in the directions we are now going - damn the environment, it is money that counts.

Sincerely,

Tom Allen

Tom Allen

507 S. Eleventh
Laramie, Wyoming 82070
April 28, 1982

Senators Wallop and Simpson
Rep. Cheney

Dear Congressional Delegation,

Please enter this statement into the hearing record of April 30 at Casper.

Wyoming has a long outdoor heritage that includes hunting, fishing, and hiking. Why should we not designate a larger fraction of Wyoming as Wilderness?

We do have much land that is not suitable for outdoor recreation activities but suitable for minerals and oil. When the temporary economic benefits of minerals are gone we need to retain wilderness areas which will provide a permanent economic basis. We must preserve as much of the small fraction of land suitable for Wilderness for the future because we cannot foresee the true value of the Wilderness for our children and the State of Wyoming.

We presently have about 3½ percent of the state designated as wilderness. We could almost double that if we added all of the best remaining suitable acreage.

I prefer for future safety that we adopt the complete Alternative W package. I especially think that we are short sighted for the future people and animals of Wyoming if we do not include the remaining vestiges of Wilderness near Casper, Laramie, and Cheyenne -- the Laramie Peak, Snowy range, Huston Park, Encampment River, and North Platte Canyon areas.

Thank you.

Yours truly,
Raymond Kunselman

Raymond Kunselman
Laramie, Wyoming



COLORADO-WYOMING
SOCIETY OF AMERICAN FORESTERS

April 1, 1982

The Honorable Malcolm Wallop
United States Senate
Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

The Southeast Wyoming Chapter of the Colorado/Wyoming State Society of American Foresters has reviewed both yours and the past Administration's proposals for Wilderness additions within the State of Wyoming. Since our membership is most familiar with the Southeast Wyoming area, we must limit our comments to those areas located within the Medicine Bow National Forest.

We support the past Administration's proposals and recommend the addition of the following areas located on the Medicine Bow National Forest to the Wilderness System:

Houston Park
Laramie Peak
Platte River
Snowy Range
Encampment River

These are the same areas that were recommended to Congress based on the RARE II Study.

The Chapter would also like to emphasize that a final decision needs to be made regarding the selection and addition of areas to the Wilderness System. The long delays and postponement of decisions have created high costs, lost time, and loss of many management opportunities.

We thank you for the opportunity to comment.

Sincerely,

DAVID E. CARR
Chairman, Southeast Wyoming Chapter
Colorado/Wyoming State Society of American Foresters

cc: Dick Cheney
Al Simpson

Wyoming Delegation

4/29/82

Dear Sirs,

The Wyoming Wilderness Act as proposed is totally unacceptable to me. I have been a Wyoming resident for seven years now and I have already seen too much of our country torn up by developers that only care about economic profit. My understanding of the oil and gas reserves in these wilderness areas gives me the impression that if we were to exploit them to their full potential, we would only get enough oil and gas to last the country a total of three days. Even if it was a month or a year, it cannot justify the irreparable damage it would cause on these fragile ecosystems. The impact of oil and gas exploration, timber cutting, and mining on the wildlife in these areas is something that must be considered. How long can we continue this rape and pillage policy and still maintain the quality of life Wyoming is well known for throughout the U.S. and the world? I believe we should look at Wyoming for its wilderness potential rather than its economic potential. It requires a massive shift away from indiscriminate development to a wilderness consciousness that is not ruled by the almighty dollar.

Thank you for your time.

David K. McNaughton
870 N. 12th Street
Laramie, Wyoming

P.S. Please include this letter in the official record.

AN EVALUATION TO DETERMINE THE SUSCEPTIBILITY OF LODGEPOLE PINE TO MOUNTAIN PINE BEETLE INFESTATION IN THE DuNOIR SPECIAL MANAGEMENT UNIT

by Bernard J. Raimo, Entomologist and Deirdre M. Haneman, Forestry Technician

INTRODUCTION

In 1972, Congress passed the Washakie Wilderness Act which combined the Stratified Primitive Area with the South Absaroka Wilderness to create the Washakie Wilderness Area. At that time controversy arose as to whether to include or exclude 28,800 acres of the Upper DuNoir Creek Basin. As a result of the controversy, Congress established the 28,800 acre DuNoir Special Management Unit (SMU) under Public Law 92-476. This law stated that the Secretary of Agriculture will initiate a continuing study of the Unit and at the end of the five year period following the enactment of the Act, a proposal regarding the future designation of this area will be delivered to Congress.

Currently, small isolated patches of lodgepole pine mortality caused by the mountain pine beetle (MPB) exist within the boundary of the SMU. In addition, a MPB outbreak is now underway in lodgepole stands just south of the unit and to the west of DuNoir Creek (Fig. 1).

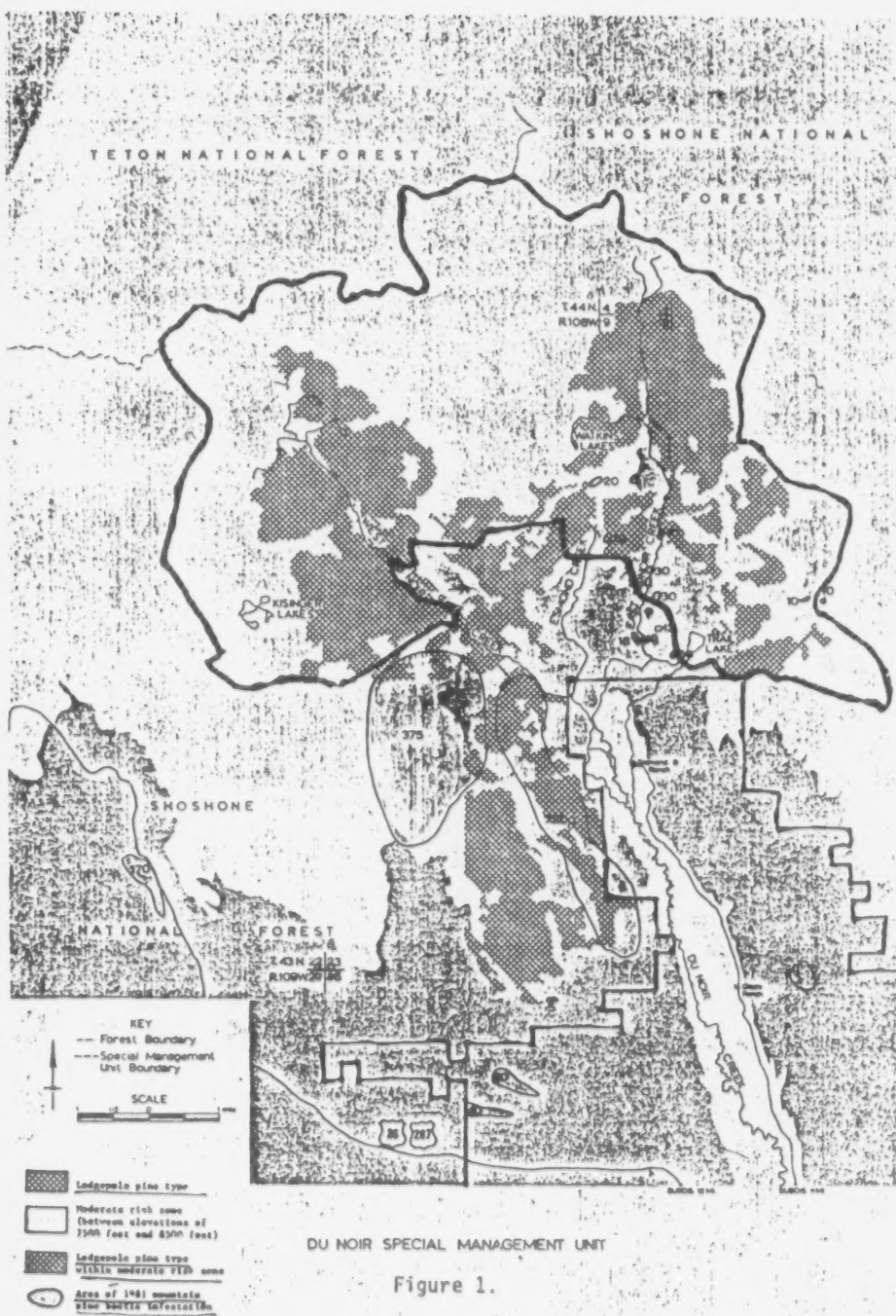
Concern over the MPB infestation within stands immediately adjacent to the SMU prompted personnel of the Forest Pest Management staff to conduct a survey of the area to determine the probable course of the infestations. The susceptibility to loss by the MPB of the lodgepole type in the DuNoir Creek Basin was determined using a risk-rating scheme designed by Anman et al (1977).

DESCRIPTION OF AREA

The DuNoir SMU is located at the headwaters of DuNoir Creek on the Wind River Ranger District of the Shoshone National Forest about 25 miles northeast of Dubois, Wyoming (Fig 1). The Unit comprises 28,800 acres.

The area is characterized by vertical cliffs and irregular terrain. The general aspect of the SMU is south with east and west slopes in the northern boundaries. The elevations range between 8,000 and 11,000 feet.

About 80% (21,000 acres) of the Unit is forested with overmature and pole-sized timber. Tree species include subalpine fir, Engelmann spruce, lodgepole pine, whitebark pine, limber pine and Douglas-fir. The remaining 20% of the area is occupied by open parks lakes, ponds and rock cliffs.



Large areas of even-aged forest cover suggest a few very large fires occurred in the Unit about 1840 (USDA For. Serv. undated). From 1921-1929, trees on 11,000 acres of the Unit were cut (about 30-40% of the trees in the Unit). Commercial cutting has not occurred in the Unit since 1930 (USDA For. Serv. undated). Trees harvested during that period were used for hand hewed railroad ties.

*Don't know what this came from.
They said fire, but there were fireable mill
in Durango in early 1930s. R*

An intensive survey of the timber resource was conducted in 1973 and 1974. In lodgepole pine and spruce-fir types the average site index (at age 100) is 80 bf/ac/yr. Most mortality is due to old age, insects, dwarf mistletoe and comandra rust (USDA For. Serv. undated).

BIOLOGICAL INFORMATION

The mountain pine beetle, *Dendroctonus ponderosae* Hopkins, remains the most destructive forest insect pest in the Rocky Mountain Region. Its range comprises the western United States, western Canada and northern Mexico. In the western United States the beetle's preferred hosts are ponderosa, lodgepole and limber pines.

In this Region, the beetle has one generation per year and may overwinter as larvae or adults. Shortly after attacking a host tree, adults excavate vertical egg galleries through the inner bark. Eggs are deposited alternately along the sides of the gallery during its construction. Shortly after oviposition the eggs hatch and larvae excavate short galleries perpendicular to the egg gallery. When fully grown, larvae construct a pupal chamber where pupation occurs. Adult beetles emerge and fly to new host trees from the beginning of July through August.

In addition to girdling the tree, the beetle acts as a vector of blue staining fungi (*Ceratocystis* spp.). Mycelia of these fungi plug the water conducting vessels of the host tree and play some role in causing rapid foliage death.

In lodgepole pine, beetle populations periodically reach epidemic levels and kill most of the larger diameter trees before the beetle population subsides. Factors influencing the frequency and intensity of beetle populations and resultant tree losses include age, diameter distribution, phloem thickness, distribution and elevation and latitude of the stand (Amman et al. 1977).

PROCEDURES

During July and August 1981, aerial detection surveys were conducted to determine precise locations of current lodgepole mortality caused by the

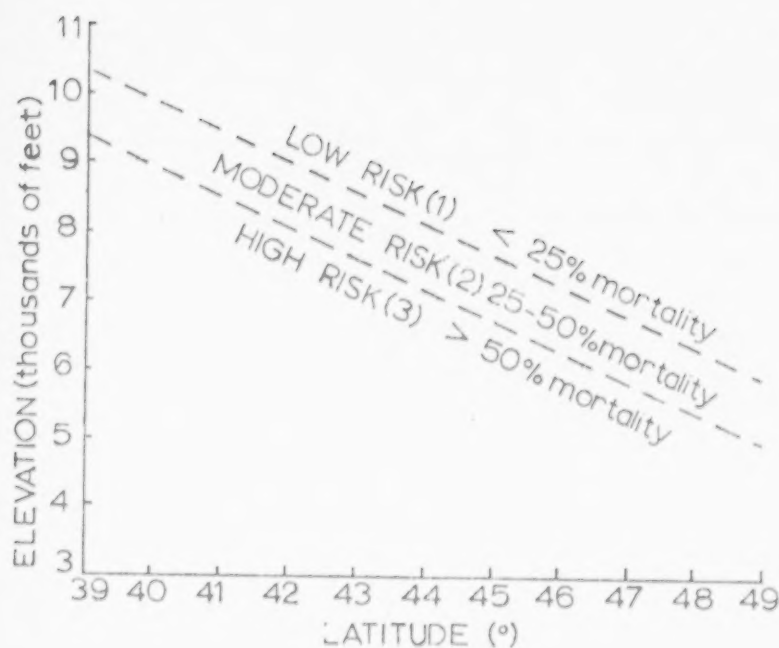


Figure 2. Risk of mountain pine beetle infestation in lodgepole pine can be defined by zones of elevation and latitude. Percent mortality is for trees 8.5 inches d.b.h. and larger. ^{1/}

^{1/} Amman et al. 1977. Guidelines for reducing losses of lodgepole pine to the mountain pine beetle in unmanaged stands in the Rocky Mountains.

For example, when risk factors for a high elevation stand (risk of 1) more than 80 years old (risk of 3) with an average d.b.h. of 9 inches (risk of 3) are multiplied ($1 \times 3 \times 3 = 9$), the stand has a low index for beetle infestation because of its elevation.

For our evaluation, the average d.b.h. and average ages of a sample of lodgepole stands within and adjacent to the SMU were obtained from the 1973 and 1974 Stage II data from the area.

RESULTS AND CONCLUSION

Although several isolated groups of lodgepole mortality caused by the MPB exist within the SMU, most of the beetle attacks have been in limber pine. Many groups of limber pine to the West and northwest of Trail Lake were killed by the beetle this year. Very little lodgepole pine occurs adjacent to these limber pine stands. Consequently, there is little MPB activity in lodgepole associated with these infestations.

Attack ratios within the SMU indicate that the MPB population is currently increasing (average ratio = 1:2.14). Ratios within the large infested area west of DuNoir creek outside the SMU (Fig. 1) also indicate increasing beetle populations (average ratio = 1:2.74). However, because of the high elevational location of the lodgepole pine throughout the DuNoir Creek Basin, none of the timber lies within the high risk zone (below 7500') and of the 8500 acres of lodgepole type within the SMU, 1250 acres lies in the moderate risk zone (between 7500' and 8500') (Fig. 1).

The largest area of moderate risk lodgepole within the SMU occurs in the DuNoir Creek drainage (Fig. 1). Stand data indicates that the average d.b.h. of the lodgepole in this area is about 9 inches and the average age of the stands is about 160 years. Using the susceptibility table of Amman et al. (Fig. 3), we find that the susceptibility index is 18 ($2 \times 3 \times 3$), solidly placing these stands into the moderate risk category.

> ~~AMMPB problem does not currently exist within the SMU but there is a~~
potential for a beetle epidemic in the 1250 acres of lodgepole type in the East DuNoir Creek drainage. Future aerial surveys should concentrate on this area of moderate risk and other moderate risk areas outside the SMU.

Efforts should be made to reduce the susceptibility of the currently infested lodgepole stands west of DuNoir Creek outside the SMU. This outbreak area poses the greatest threat to adjacent, moderately susceptible lodgepole pine stands throughout the DuNoir Creek Basin.

LITERATURE CITED

1. AMMAN, G. D. et al. 1977. Guidelines for reducing losses of lodgepole pine to the mountain pine beetle in unmanaged stands in the Rocky Mountains. USDA For. Serv. Gen. Tech. Rep. INT-37, 19 p. Intermt. For. and Range Exp. Stan., Ogden, UT.
2. USDA Forest Service. Undated. A proposal: Washakie Wilderness Addition. Shoshone National For. Wyo. Rocky Mountain Region. 8 p. (plus Appendix) (Unpublished)

April 30, 1982

TO: The Wyoming Congressional Delegation
 Wyoming Governor Ed Herschler
 Public Lands & Reserved Water Subcommittee of Congress

RE: Wyoming Wilderness Act of 1982

FROM: Joan Schumaker
 135 Wyoming
 Lander, WY 82520

Thank you for this opportunity to comment. Having read the Act, I would first like to address the proposed management guidelines and then secondly, to address the proposed boundaries.

I. Proposed Management Guidelines

While I applaud the withdrawal of all existing wilderness areas, including those designated in this bill, from mining and mineral leasing, I am opposed to making these areas available in time of national emergency without "national emergency" being strictly defined. A so-called emergency which can tolerate a 6 month to two year delay while Congress debates the issue for 120 days and then the mining companies mobilize themselves can hardly be considered an emergency. The needed energy or mineral could have been obtained much easier and faster through domestic conservation and recycling.

I strongly oppose your prohibition of any wilderness designations in Wyoming until the year 2000. This is unreasonable and unfair. The wilderness designation process is one which insures adequate public involvement such that no new wilderness would be designated without broad public support. Your prohibition language ignores this public process and effectively denies public involvement in the management of these lands until the year 2000.

The bill's blanket elimination of buffer zones adjacent to wilderness areas subverts the wilderness designation. How can the wilderness area be properly managed for its wilderness qualities if people, plants and wildlife using the wilderness area can be disturbed by the noises of oil and gas drilling or the possible leak of hydrogen sulfide gas?? I feel the question of buffer zones should be left up to the Forest Service and be decided on a case by case basis. All wilderness areas don't need a buffer zone, but some do.

II. Proposed Boundaries

A) Popo Agie Wilderness

I support the wilderness boundary proposed in Alternative W. As a day hiker, cross country skier, backpacker and horsepacker, I have spent a considerable amount of time in these mountains. Just as Sen. Wallop has enjoyed the Cloud Peak area near his home, I, too, have enjoyed this area near my home in Lander.

One hears again and again the criticism that wilderness areas are only for the rich or the young. I don't agree with this and it doesn't have to be true, if these areas were made more accessible. Your present boundary requires a ten

mile hike from Sinks Canyon, the most easily accessible road head from Lander. This means one has to be rich enough to buy a dirt bike (and brave enough to ride it through the woods) or rich enough to afford a four day weekend to walk to the wilderness areas.

I urge you to extend the Popo Agie wilderness boundary to include the Middle Fork Trail beginning at Popo Agie Falls, as well as the area including the Silas Lakes and trail, the area around Worthern Reservoir and the Dickinson Park roadhead---- in short, the Alternative W proposed boundary. This area has bear, moose, elk, mule deer, and bighorn sheep and deserves the wilderness protection and designation.

B) Teton Corridor

I am strongly in favor of including this area as wilderness. Any other use would endanger the special qualities of the two most famous national parks in the country--- Teton National Park and Yellowstone National Park.

Thank You,

 Schumaker



backpacking - mountaineering - canoeing - whitewater rafting - wilderness living - bicycling - expeditions

Tony Bevinetto
Subcommittee on Public Lands
3104 Dirksen Building
Washington, DC 20510

Dear Tony:

I am writing this letter on behalf of Mr. Loring Woodman, owner of the Darwin Ranch in Teton County.

After reviewing Mr. Woodman's statement concerning the threat to the Darwin Ranch by the proposed timber sale on Red Bluff Ridge, I strongly urge you to consider adding this highly scenic area to the proposed Gros Ventre Wilderness.

I know this country extremely well and feel that timber harvesting here would not only be uneconomical but foolish since the recreational value of this area already far exceeds any potential timber value. I urge you to examine Mr. Woodman's statement very closely. It has been well researched and provides valuable data which you need to consider.

Yours truly,

Mike Cottingham

cc Loring Woodman

Tory Taylor
Box 363
Coeatse, WY.

Senator Wallop, Senator Simpson, Rep. Cheney:

I have followed the question of development of wilderness lands with great interest and have considered the issue from many angles. I am a Wyoming outfitter and sportsman, I have worked as a logger and in various oil patch positions, and I try to picture what the future holds in store for the generations to follow us.

I have decided that the best and wisest thing we can do to the remaining wild lands in Wyoming is to not only leave them alone but strictly protect them as well. With our nation's population growing by millions annually, sooner or later (probably sooner) the natural resources that this country has taken for granted will be exhausted. It is foolish to sacrifice our wild lands while looking for the panacea to support our high life style. We are the envy of the majority of people in the world for having such spectacular scenery and tourists always have and perhaps always will come to see, hear and smell our wild lands long after the last oil drilling rig shuts down or the last loads of logs are cut into lumber. Our wilderness and potential wilderness are far more valuable left alone than developed.

I have studied the Alternative W proposal and favor this more than any other wilderness protection plan. I urge you to support and act on incorporating the Alternative W additions into the Wyoming Wilderness Act of 1982. Thank you.

I just want to say that I support the wildreness Bill As I understand it. That is to Alow no oil And gas leaseing on the wildreness, and expand it somewhat.

If At sometime A true need for oil should come up, A whole pile of these bills isn't going to stop them getting it. But to Alow development now, is just Another way of the oil companys getting a bigger piece of the pie.
"The rich get richer.."

Galen Richards
Box 478
LANDER, Wyo.
82520

Testimony on the Wyo. wilderness act of 1986
to be presented to the public lands & reserved
water subcommittee on april 30 in casper wyo

my name is Forest Stearns. I was born
in Jackson Wyo. and have been a Wyo.
resident all my life. I am employed as
a wilderness guide & trapper. My
family are also full time Wyo. residents
& own a grocery business in Jackson
hole.

Over the past few years I have
become concerned with the future
of the proposed Gros Ventre wilderness
and in particular with Red Bluff ridge
which is now being reviewed as a
possible timber sale.

I feel that Red Bluff ridge should
be included within the proposed
wilderness boundaries for the following
reasons.

Clearcutting Red Bluff would severely
degrade the natural quality of the
upper Gros Ventre area as we know
it now.

Red Bluff is on the west side
of the Gros Ventre-Green River divide
and would be the only visible clear
cut on the upper Gros Ventre drainage.

It would also be visible from much
of the high country in the proposed

wilderness area.

If Red Bluff is clear cut it will also destroy the wilderness location of the Darwin ranch on the upper Gros ventre river. The Darwin is one of the most remote and isolated guest ranches in Wyoming. It is located directly below Red Bluff at the confluence ~~of~~ of Kinky creek and the Gros ventre river. The Darwin ranch provides employment for everyone from cabin girls and wranglers to big game hunting guides, pilots and Radio technicians. I have been employed or associated with the ranch since I was 13 years old in 1947. I consider the years I spent at the Darwin an essential part of my growing up in Wyoming.

My work there also accounted for 100% of my income during many of my younger years.

You have the power to preserve this unique ranch that has played such an important part in the lives of myself and others and hopefully will be able to do ~~so~~ as much for others in the future.

I presently have the privilege of trapping in Jackson area #1, all of which is in the proposed wilderness with the exception of Bacon and Red Bluff ridges.

almost all of the planned Red Bluff timber sale acreage drains directly into Kinky creek which provides essential habitat for roughly $\frac{1}{3}$ of the beaver population in my area. Because of lower watershed and silt increase these animals would surely move out and depending on water level might never return.

Presently I make over 25% of my yearly income by fur trapping. If Red Bluff ridge is timbered it will destroy enough of my trapping area that I will most probably have to completely relocate or give up this occupation which I enjoy and count on as a means of support.

Let me ask you for for just a moment to compare the Gros Ventre proposal to a recreational swimming pool. no matter how big and beautiful it is it won't hold water if it's got a hole in one side. please don't allow that hole to be cut out.

FOREST Stearns

BX 2621

Jackson Wyo. 83001

733 6699

SIRS,

My name is Randall Paine I am ~~from~~ a citizen
Saratooga Wyo. and have lived there for 25 years

I am here to speak out against your decision
to delete any more wilderness in the Medicine
Bow National Forest. I totally disagree with the
idea that there is nothing left to preserve

I feel that all areas designated in the
Forest Service Rare II study are very appropriate.
The forest service have made painstaking efforts
to separate these areas on their potential resources.
The forest service have left out of wilderness ~~some~~
areas that have proven, producing or high potential
mineral and energy resources plus areas that
would adversely impact local employment and
community stability.

USDA.
F.S. 324
F.S. 6

These proposed wilderness areas in the Medicine
Bow Forest are very fragile. I have seen what
excessive roads, gated or ungated, can do to
an area. Consider for example ~~the~~ one area Mowry
peak where the forest service are building ~~up to~~ 8 miles
of permanent road in a 10 square mile area. There
are so many road that ~~over~~ 50% are gated to
try to keep the wildlife in the area.

It is totally reasonable + responsible to preserve a small portion of our great state untouched for future generations of people + wildlife.

The approx ^{130,000} ~~254,000~~ acres of wilderness in Rarrell is very reasonable. The total acres of wilderness in this plan is only 6.0% of the total acreage of the Medicine Bow forest. This is a very small amount.

I therefore I and my family and friends support alternative "W" to the Wyoming Wilderness Bill, and urge you to support alternative "W".

Thank you

Randall E. Panu

Box 383

Saratoga Wyo. 82331

Box 1, Skyline RT
Jackson, Wyoming 83001
May 10, 1982

Senator Malcolm Wallop
Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop,

I'd like to add my voice to those others that you are hearing asking that Red Bluff Ridge be included in the proposed Gros Ventre Wilderness.

I know that Lorenz Woodman has put many years of hard work, not to mention his heart and soul, into building the Darwin Ranch into the success that it is today. Please weigh the value of that successful business against what would be gained by the marketing of the timber there. The special quality of the place as it is now - and the reason why people go there: for its isolation and the "wilderness experience" would be gone with the timbering of Red Bluff Ridge.

Consider what Lorenz Woodman said in his testimony in Casper - that the Jackson Hole Chamber of Commerce sends people to the Darwin Ranch when they are asking for an isolated mountain ranch. I hope that you and the rest of the Wyoming delegation will take

the time this summer to visit this very special place.

In the meantime I urge you to re-read Loreng Woodmen's testimony presented at the April 30th hearing in Casper. The economics of maintaining recreation and tourism values in this part of the country seems obvious.

Thank you for your attention.

Sincerely,

Jean Jorgensen

P.S. Please include this letter as part of the formal hearing records. Thank you.

cc: Allan Simpson

Rep Richard Cheney

May 8 - 1982

Senator Steven Wallop
 Russell Senate Office Bldg.
 Washington D.C. 20510

Dear Senator Wallop:

As a resident of Teton County for 26 years I would like to take this opportunity to submit my remarks on the proposed Gros Ventre Wilderness plan.

In particular on one area which has unfortunately not been included in the plan - The Red Bluff Ridge area south of the Darwin Ranch.

From what I have heard, an 8 million board foot timber sale is scheduled to take place on this mountain as soon as the issue of the Wilderness boundary has been settled.

This would ruin the appearance of this entire valley as well as the view from the Darwin Ranch - and by doing this, probably the existence of the ranch as a guest ranch.

I understand that the proposed

sales of timber from the Red Bluff Ridge - would create about 40 jobs for one year. Since it takes over a hundred years for trees to grow back at this altitude, it would take that long before logging jobs again could be created here.

The Darwin Ranch on the other hand, creates jobs for people every year, besides bringing tourists into the county on a steady basis.

From an economic point of view as well as from an aesthetic, the only sensible thing to do seems to include these 900 acres of useable forest together with an adjacent 360 acres of unusable timber pine, in the Wilderness proposal.

Because of the geological structures, the possibilities for oil and gas are minimal and there are no mineral entries to contend with here.

I hope you will consider this suggestion and include it in your record on the Wilderness bill.

Sincerely,

Inger Høedt

Box 134, Moose, Wyo. 83012

Aug 18th, 80

Dear Sir,

Two years ago I had the pleasure to take a float-trip on the Platte-River in Wyoming. I have now heard that this area maybe protected as wilderness. I believe that this should be done. Since we don't have wilderness areas in Germany it is good to see them protected here in the United States.

Sincerely

Ulrike Sanowsky

ULRIKE SANOWSKY

CIRKSENASTR. 26a

2974 PEWSUM

WEST-GERMANY

5/11/82

MR. BEVINGTON,

Please consider these thoughts concerning
the Ryeview Wilderness Bill.

My primary concern is with the Alaska language
which states that all areas not designated
wilderness shall be "made promptly available
for non-wilderness uses" and you know what
they include. Simply stated all the roadless areas
that are not designated wilderness will be open
to drilling, mining, timbering, etc. I feel this is
a grave mistake. What you do come back
to you and that's the price we'll all pay.

Another area that bothers me is the fact
that the existing protection for all other
potential national forest wilderness area will be
eradicated. Plus the forest service has no managerial
rights to help preserve any wild character of
an undesignated area.

I sincerely appreciate your time and consideration
and work on the bill to this point. Please take
my thoughts and the many others into account
in your revision of the bill.

Keep your nose in the wind and the Sun at your back
and remember to look behind you once in awhile.
Play it safe

Box 1, Skyline Rt.
Jackson, Wyoming 83001
May 10, 1982

Senator Malcolm Wallop
Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop,

I'd like to add my voice to those others that you are hearing asking that Red Bluff Ridge be included in the proposed Gros Ventre Wilderness.

I know that Louie Woodmen has put many years of hard work, not to mention his heart and soul, into building the Denver Ranch into the success that it is today. Please weigh the value of that successful business against what would be gained by the marketing of the timber there. The special quality of the place as it is now - and the reason why people go there: for its isolation and the "wilderness experience" would be gone with the timbering of Red Bluff Ridge.

Consider what Louie Woodmen said in his testimony in Casper - that the Jackson Hole Chamber of Commerce sends people to the Denver Ranch when they are asking for an isolated mountain ranch. I hope that you and the rest of the Wyoming delegation will take

the time this summer to visit this very special place.

In the meantime I urge you to re-read Henry Woodmen's testimony presented at the April 30th hearing in Casper. The economics of maintaining recreation and tourism values in this part of the country seems obvious.

Thank you for your attention.

Sincerely,

Jean Jorgensen

P.S. Please include this letter as part of the formal hearing records. Thank you.

cc: Helen Simpson

Rep. Richard Cheney

Dear Mrs. Bevinetto,

May 10, 1982

Please take heart for those of us who consider Wyoming's wilderness areas of insurmountable value.

It should be preserved in its present state today, tomorrow, and every day.

I vehemently oppose any seismic exploration or oil and gas drilling in any of the areas proposed in the Wyoming Wilderness Bill.

I especially oppose oil and gas drilling in the Cache Creek and Little Granite Creek areas in Jackson Hole, Wyoming.

This is beautiful country with

all its wildlife and scenic
Value - DON'T Spoil it -
its the last we have.

Sincerely,

Margaret Carlman

G R MOORE
PO BOX 1825

JACKSON WY 83001



Mailgram



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ETR

SENATOR MALCOLM WALLOP AND SENATOR ALAN
SIMPSON
DURHAM HALL CASPER COLLEGE
CASPER WY 82601

I AND HUSBAND ANN AND DICK MOORE WISH TO GO ON RECORD AS OPPOSING THE
WYOMING WILDERNESS ACT 1982 AS WRITTEN. WYOMING IS TOO DEVOID OF
TREES NOW TO GIVE US EVEN ONE PRECIOUS TREE THROUGH THE INTEREST OF
MINING, TIMBER AND SNOW MOBILERS. "RELEASE" LANGUAGE IS UNACCEPTABLE.
THE MOORES

1710 EST

MGMCOMP MGM

National Audubon Society Comments
Submitted for the Record of the Hearings on S.2118,
The Wyoming Wilderness Act of 1982,

Before the Senate Subcommittee on Public Lands and Reserved Waters,
August 18, 1982

The Wyoming Wilderness Act, S. 2118, is of great interest to many of the National Audubon Society's half a million members. At one of the April hearings on this legislation, the Fremont County Audubon Society testified in support of an alternative to the areas currently proposed for designation, known as Alternative W. We thank the committee and Chairman Wallop for the opportunity to present similar comments on behalf of the National Audubon Society here in Washington.

We must oppose S. 2118's present release language. The authors of S. 2118 are ignoring the carefully worked-out compromise version of such language that was adopted in the New Mexico and Colorado wilderness legislation passed in the 96th Congress. Instead, they forbid consideration of wilderness management for released lands in forest plans approved before 2001, thus jeopardizing the wilderness characteristics of some 3.6 million acres of forest land and precluding protective management for more than thirty years. If proposed forest service regulations lengthening forest planning cycles from ten to fifteen years are adopted, current Wyoming plans will expire between 1997 and 1999. This would mean that wilderness management would be the only use of national forest lands

that would be absolutely precluded until after 2011.

Indeed, foresters would be required to manage released lands for multiple uses "other than wilderness." The bill states that such lands would become "promptly available for nonwilderness uses." The probable result of such a policy, over 30 years, would be that many significant wilderness areas -- including those such as the Whiskey Mountain Primitive Area and the bulk of the DuNoir Special Management Area, both of which were previously part of earlier versions of wilderness bills and are now recommended for designation by the Wyoming Game and Fish Department -- would be lost to development.

Considering the rapid increase both in the use of Wyoming's existing wilderness areas and in the state's population, depriving future generations of these unspoiled areas seems to us both unfair and imprudent. We agree with Governor Herschler and the state game and fish department that the amount of wilderness proposed for designation by this bill is insufficient. Less than half of the total acreage recommended in the April 1979 RARE II environmental impact statement is included in S. 2118. In fact, the Savage Run wilderness is the only area in Wyoming designated since the passage of the Wilderness Act that was not a primitive area prior to that time; and this bill proposes for designation only one other such area, the Gros Ventre. Many possible additions to the wilderness system which are adjacent to existing wilderness areas are left out, notably the High Lakes region next to the Absaroka-Beartooth, and the Teton Corridor.

These omissions are all the more glaring in light of the release

provisions in the bill. The current prohibition on management for wilderness would tie the hands of professional forest managers, and may even force them to make decisions that are not supported by their knowledge and experience. Making the wrong decisions now about lands deserving of wilderness designation will have long-term consequences for man and wildlife alike.

The Whiskey Mountain area is of special concern to the Audubon Society, whose Camp of the West lies a few miles away, just outside the Fitzpatrick Wilderness border. To strip protection from the area, which is home to the world's largest bighorn sheep herd, certainly goes against the compromise reached in the bill establishing the Fitzpatrick, which resulted in Whiskey Mountain being designated as a primitive area. While we feel wilderness designation is still the appropriate alternative for Whiskey Mountain, continuation of primitive area status would provide some essential protection for the area.

We are also concerned about the possible consequences of section 201(4)(B) of the bill. This section restricts public access to timber roads which may be built in that part of the DuNoir special management area recommended by the April 1979 RARE II EIS but unfortunately not designated as wilderness by this bill. Such a restriction would be difficult to enforce, and the resulting intrusion would affect wildlife and the wilderness environment in a way the bill's authors had not intended.

Finally, the Audubon Society commends the delegation on the inclusion of the mineral withdrawal provisions in the bill. We agree that drilling

and mining in established wilderness areas contradicts the definition of such areas as written in the Wilderness Act.

We again thank the committee for this and the other opportunities to provide comments on this very important bill. Because of the unique beauty and wildlife habitat found in Wyoming wilderness, legislation to protect it is a national concern. The National Audubon Society is happy to work with the Wyoming delegation and the committee to develop legislation which would result in adequate protection.



323 South Center • Casper, Wyoming 82601 • 307-235-5493



April 23, 1982

Hon Senator Malcolm Wallop
Washntn DC

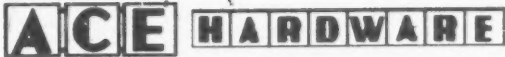
Dear Senator Wallop,

I ask you to consider additions 9 through 17 of Alternative W (which you have no doubt seen) for inclusion in your wilderness bill--areas in your backyard and in Senator Al's backyard--areas that are especially familiar and memorable to me and the many who have walked their trails.

I am sure you have heard every eloquent reason for wilderness and more specifically, every reason for Alternative W inclusions. I am sure you have heard every eloquent reason for these lands to be opened up also. But if we err let us err in too much wilderness rather than too little. Then there will be no reason for divine forgiveness.

Yours truly,

A handwritten signature in dark ink, appearing to read "Walter Stratton".
Walter Stratton



323 South Center • Casper, Wyoming 82601 • 307-235-5493



April 23, 1982

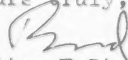
Hon Senator Malcolm Wallop
Wash DC

Dear Senator Wallop,

I concur with S2183 which you have co-sponsored.

Sheep and cattle ranging on BLM land are better controlled in numbers than the wild horses and burros that multiply almost unchecked. The same thing is happening in these areas that happens in areas where deer are not controlled--the browse line gets higher every year, hillsides are denuded, and waterholes fouled and trampled. Horses and burros are not indigenous to these areas. I feel concern for the native wildlife has priority over concern for feral animals. It is unfortunate that some of these animals may become Alpo, but lambs become chops, calves become veal, and cows become hamburger and few dispute that fact of life.

Yours truly,


Walter E Stratton

**AMERICAN
MINING
CONGRESS**

FOUNDED 1887

SUITE 300
1920 N STREET NW
WASHINGTON
DC 20036
202/861-2800
TWX 710-822-0126

August 31, 1982

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The Honorable Malcolm Wallop

Chairman

Subcommittee on Public Lands and Reserved Water

Committee on Energy and Natural Resources

United States Senate

Washington, D.C. 20510

Dear Mr. Chairman:

The American Mining Congress requests that this letter be made part of the hearing record on S. 2118, the Wyoming Wilderness Act.

The American Mining Congress is an industry association that encompasses (1) producers of most of America's metals, coal and industrial and agricultural minerals; (2) manufacturers of mining and mineral processing machinery, equipment and supplies, and (3) engineering and consulting firms and financial institutions that serve the mining industry.

We applaud your leadership in bringing this controversial subject to just resolution. We support the measure in general and ask your thoughtful consideration of the following:

The proposed additions to the National Wilderness Preservation System contained in S. 2118 individually and collectively constitute a wise choice and as close to an acceptable compromise as ever can be reached among the diverse points of view.

To add or subtract from these locations and acreage would upset the finely tuned balance. We urge you to retain the units as stated in this bill as it proceeds through mark-up.

We strongly support Title III of the bill, which provides for resolution of land classification of all National Forest lands in Wyoming, thus

Continued.....

The Honorable Malcolm Wallop
August 31, 1982
Page Two

allowing development of realistic exploration and development plans.

We ask that the phrase "from all forms of appropriation under the mining laws and" (Title 4, Section 401, page 10, lines 4 and 5) be removed from the bill. To our knowledge, during extensive debate on wilderness withdrawal before committees during this Congress, none of the debate has centered upon appropriation under the mining laws. In fact, appropriation has deliberately been excluded during discussions and mark-up.

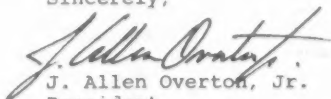
Further, the December 31, 1983 deadline was a carefully wrought compromise in the Wilderness Act of 1964; to abrogate it at this time would indeed be a breach of faith.

Finally, so little time remains between now and the 1983 deadline that little if any mining law activity will occur; there simply is insufficient time to establish valid existing rights to the degree that would be of lasting benefit to the miner.

We applaud the section on prohibition of buffer zones and agree that a wilderness is a buffer zone unto itself.

We appreciate the opportunity to have our views made a part of the record, and would be happy to amplify our remarks or explain them in further detail if it would be of help to you or your subcommittee.

Sincerely,


J. Allen Overton, Jr.
President



NATIONAL WILDLIFE FEDERATION

1412 Sixteenth Street, N.W., Washington, D.C. 20036

202-797-6800

STATEMENT OF THE NATIONAL WILDLIFE FEDERATION
REGARDING S. 2118, THE WYOMING WILDERNESS ACT
OF 1982, SUBMITTED TO THE SUBCOMMITTEE ON PUBLIC
LANDS AND RESERVED WATER, SENATE COMMITTEE ON
ENERGY AND NATURAL RESOURCES, August 18, 1982

The National Wildlife Federation is a private nonprofit conservation education organization with over four million members and supporters. The Federation's members and affiliated state organizations have an abiding interest in the protection of America's wilderness system and potential wilderness additions, as demonstrated by the enclosed resolution which was approved in March of this year at the Federation's annual meeting. The resolution is a very strong endorsement of actions taken recently by the House of Representatives to close the wilderness system and potential wilderness areas from oil and gas and certain other mineral leasing activities. S. 2118 contains similar protective language for Wyoming wilderness areas which we strongly support.

In view of the policies of the Secretary of the Interior whose enthusiasm for issuing energy development leases in wilderness areas is well-documented, the Federation is compelled to point out that state-by-state mineral withdrawals such as contained in Section 401 are too little, too late. The end

of this Congress is the end of the wilderness leasing moratorium and Secretary Watt appears to require an unequivocal statement of Congressional sentiment on the issue. We are pleased that S. 2118 includes this protection, but only a comprehensive, nationwide bill barring leasing in wilderness areas will stop Secretary Watt. We respectfully urge that legislation similar to H.R. 6542, the so-called Seiberling-Lujan bill, be promptly considered by the Senate.

This Subcommittee has heard testimony from the Wyoming Wildlife Federation, NWF's Wyoming affiliate organization, supporting the 1979 Forest Service recommendations with seven additions: West Slope of the Tetons, Palasade East, South Dunoir, Huston Park, Commissary Ridge, Greyback Ridge, and the Whiskey Mountain Primitive Area. The Wyoming Wildlife Federation also endorsed additional areas at a meeting held after the Subcommittee's April 30 field hearing in Casper. Some of these suggested additions are critical wildlife habitat, and others are necessary to maintain the integrity of existing Wyoming wilderness ecosystems and areas. The Wyoming Wildlife and Fisheries Commission has also made recommendations for wilderness additions which are not included in S. 2118 and which are necessary to protect Big Horn Sheep habitat in the Whiskey Mountain Primitive Area. The Federation urges the Subcommittee to carefully reconsider the scope of S. 2118 to include fragile, threatened, and ecologically vital lower elevation areas as well as the peaks.

One of the most disappointing provisions of S. 2118 is Title III, the so-called "release provision."

Section 302(b) directs that all released lands "shall be managed for multiple uses other than wilderness, until and unless otherwise directed by an Act of Congress."

Section 102(b)(4) states that released lands shall be promptly made available for timber harvesting, oil and gas exploration and leasing, mineral location and development, and other uses. Perhaps unintentionally, the bill would result in the immediate development of areas such as the Whiskey Mountain Primitive Area, which requires more sensitive management stipulation than the bill would allow. NWF strongly recommends that the language be modified, softened if you will, to allow for protective management of released areas where warranted.

Thank you.



NATIONAL WILDLIFE FEDERATION

1412 Sixteenth Street, N.W., Washington, D.C. 20036

202-797-6800

Resolution No. 10

MINERAL LEASING AND MINING ON PUBLIC LANDS

WHEREAS, the existing energy and minerals shortage has increased pressure for extracting energy and minerals from public lands; and

WHEREAS, extraction of energy and mineral resources often results in destruction of wildlife habitat by water pollution, human encroachment, air pollution, disposal of toxic materials, and timber removal; and

WHEREAS, some U. S. laws permit the extraction of minerals and energy without regard to the consequences of such extraction; and

WHEREAS, some proposed laws and regulations, apparently in haste to extract energy and minerals from the public lands, further abridge necessary resources protection; and

WHEREAS, many of the public lands on which energy and mineral extraction is proposed offer important wildlife habitat and recreational opportunities;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation in annual meeting assembled March 26-29, 1981, in Norfolk, Virginia, hereby urges the federal government to prudently approach energy and mineral extraction to ensure that wildlife and recreation will not be unnecessarily sacrificed in a rush to extract energy and minerals from the public lands; and

BE IT FURTHER RESOLVED that the National Wildlife Federation calls for and supports legislation that would provide for a portion of the mineral values extracted from public lands be assigned to aid in the restoration of the wildlife and fish resources, including their habitats, that is compromised through the location or extraction of minerals from public lands.

Statement of the
National Association of Manufacturers
on S. 2118
the Wyoming Wilderness Act
of 1982
Before the Senate Committee on
Energy and Natural Resources
Subcommittee on Public Lands and
Reserved Water

This statement is submitted on behalf of the National Association of Manufacturers (NAM). The NAM represents approximately 11,000 member companies, employing a majority of the country's industrial labor force and producing over 75 per cent of the nation's manufactured goods. Over 80 per cent of NAM members are classified as small businesses. The association is also affiliated with an additional 158,000 business through the National Industrial Council and NAM's Associations Department.

The NAM supports the objectives of S. 2118, the Wyoming Wilderness Act of 1982, and would like to compliment the Wyoming delegation for its attempt to resolve some of the long-standing land use problems resulting from the RARE II study.

While supporting the objectives of the legislation, NAM does take exception with the release provisions of the bill, which we would hope could be rectified in mark-up.

The NAM is on record as supporting the multiple-use concept, and wilderness, on our federal lands. In 1964 federal wilderness totalled 9 million acres. By 1981 the figure had reached 79.8 million acres, with a total of some 169 million acres in wilderness or managed as wilderness. This 169 acre figure represents 22% of the net federal on shore land ownership.¹

In terms of the Wyoming bill, preservationist groups complain of the "meager"² acreage recommended for wilderness in the Wyoming portion of the RARE II study. With the enactment of S. 2118, however, 28.8% of Wyoming's National Forests will be in federal wilderness. Twenty eight per cent of a state's National Forest land base in wilderness is not "meager", but perhaps excessive. We should remember this country is still:

- a net importer of logs
- over 50% dependent upon foreign sources for 9 of 13 basic industrial minerals.
- spending \$80 million per year for foreign oil.

Another unjustified argument we too often hear is that generic release of RARE II lands for multiple-use would "mandate these lands to the chainsaw and the bulldozer."³ Nothing could be further from the truth. Release is not synonymous with exploitation. A host of environmental laws

¹Study by Conoco, Inc., as of 8/81.

²Testimony of the Wilderness Society before the Subcommittee on Public Lands and Reserved Water on S. 2118, August 18, 1982.

³Testimony of the Jackson Hole Alliance for Responsible Planning before the Subcommittee on Public Lands and Reserved Water on S. 2118, August 18, 1982.

and regulations are on the books to insure that adequate environmental studies and permits are obtained before any activity occurs. Development, in fact, impacts very little land. Less than three-tenths of one per cent of the land area in this country has met our expanding mineral needs over the past 200 years.⁴ Even developmental activity will not foreclose the wilderness option for the remaining (or adjacent) area, nor even necessarily preclude a developed land area for future wilderness consideration, due to modern reclamation techniques and environmentally sound development practices. In summary, release language neither "mandates" development nor does it foreclose future wilderness options.

The NAM believes that Section 302(b) of S. 2118 must be amended to provide for permanent release of RARE II lands recommended as non-wilderness. Technically, the lands recommended for non-wilderness in RARE II are already available for multiple use management. The reality, however, is that any Forest Service decision on developmental activity on RARE II lands is usually met by an array of environmental group law suits, appeals, and political actions. In Oregon and Washington for example, more than 50 appeals have been filed following a Forest Service announcement of timber sales on RARE II non-wilderness recommended lands.

⁴Figure supplied by the American Mining Congress.

We recommend that S. 2118 be amended to incorporate the release language of S. 842, the RARE II Review Act of 1981 (Hayakawa). While S. 2118 addresses many of the Hayakawa bill release provisions, such as sufficiency language, preclusion of a RARE III, buffer zone language, and release, these measures must be enacted on a national scale, with permanent release of those 36 million acres recommended as non-wilderness by RARE II. Only a national release provision will free the regulating agencies to make long-term national land use decisions to insure domestic production of resources, freeing the nation from over-dependence upon foreign sources for raw materials. With national release enacted, Congress could then proceed on a state-by-state basis in judiciously adding to the National Wilderness Preservation System.

There are those who will categorize this type of release as anti-wilderness. This is false. National release will only provide a time frame in which the wilderness study process will be completed and final decisions made. Those who oppose this are opposing the RARE II process. The United States can ill-afford to continue to have our nation's land management plans administered with uncertainty.

In conclusion, the NAM believes in sound multiple-use land practices, including the need for wilderness. We reject the notion that release of RARE II lands "mandates" development. The NAM urges the enactment of S. 842 release language in the Wyoming Wilderness Act of 1982 to facilitate long range land use planning and curtail our dependence upon foreign sources for the raw materials essential to our economic and industrial society. We compliment the Wyoming delegation for its fine compromise effort, but urge that S. 2118 be amended in mark-up.

505 East Powell Road
April 28, 1982

Senator Malcolm Wallop
Senator Alan Simpson
Representative Dick Cheney
Federal Office Building

Cheyenne, Wyoming

Gentlemen:

For several years the citizens of Southeastern Wyoming have cooperated with the United States Forest Service in the study of potential wilderness areas in the Medicine Bow National Forest for inclusion in the National Wilderness Protection system, through the processes of RARE I and RARE II. Many areas were studied and from them six were recommended to have the qualities necessary for wilderness designation.

The areas recommended are:

Hutton Park, 50,000 acres of lovely open mountain park and forest mosaic that straddles the Sierra Madre Range.

Encampment River Canyon, 13,840 acres of Bighorn sheep and mountain lion habitat along the steep canyon walls.

North Platte River Canyon, 36,840 acres, including the spectacular white water of Northgate Canyon, Bighorn sheep and elk habitat and a nationally famous fishery.

Snowy Range, 16,520 acres of rugged range with the only extensive alpine area in Southeast Wyoming with numerous fishing lakes, excellent climbing opportunities and a rare population of ptarmigan.

Laramie Peak, 28,880 acres in two units. The highest point east of the Rockies. Virgin ponderosa pine stands cover some of the lower slopes.

Cow Creek, 13,240 acres. A historic area featured in Francis Parkman's classic, The Oregon Trail.

None of these areas were included in the Wyoming Wilderness Bill sponsored by you, and no explanation has been given to the people of Southeastern Wyoming as to why they have been excluded. If this bill is passed in its present form it will also strip away existing protection and direct the U.S. Forest Service that it cannot manage it to protect its wild character.

As a Wyoming family that has fished the streams, hiked the trails, hunted the game, climbed the mountains and run the rivers of the Medicine Bow National Forest for many years, we ask for an explanation and demand that a hearing on this vital and final version of the Wild-

2.

erness process be held in Southeastern Wyoming where concerned citizens can make their views known.

We recommend alternative W which has been studied and proposed by all of the major sportsmen and conservation organizations in Wyoming for inclusion in the Wyoming Wilderness Bill.

"W" stands for Wilderness, Wildlife, and the Wyoming Way of Life for us, our children, our grandchildren and unborn generations.

Sincerely,

Robert and Margaret Laybourn

Bob Laybourn

Peter Laybourn

Jim and Felicity Laybourn Lynch, Jimmy and Kathleen

Carroll and Melissa Laybourn Leger, Chris and Rachel

Royal and Leslie Tottenhoff Laybourn, Doran and Hayden

John and Madeline Alger Laybourn

Dan Laybourn

Tatiana Laybourn

Jasper Laybourn

Robert and Margaret Laybourn

Jim Laybourn

Madeline Lynch

Peter Laybourn

Royal Laybourn

Leslie Laybourn

Theresa Leger

Dan Laybourn

TESTIMONY OF RICHARD C. LEMON OF BEDFORD,
N.Y. TO BE ENTERED INTO THE RECORD OF
HEARINGS OF THE PUBLIC LANDS AND RESERVED
WATER SUBCOMMITTEE OF THE UNITED STATES
SENATE ON AUGUST 18, 1982:

My name is Richard C. Lemon, I am a journalist, and for the past 28 years I have worked as a writer and editor at The New Yorker, Newsweek, The Saturday Evening Post and the N.Y. Daily News. I am currently writing fiction and writing and editing for People Magazine half-time. I live in Bedford, N.Y., have spent several weeks of the last seven summers in the Gros Ventre, Wind River and Absaroka mountains of Wyoming, and would like to enter my testimony in opposition to the timbering of Red Bluff in the Gros-Ventre-Kinky Creek area of Wyoming.

I hope it will not sound presumptuous to people who live there but this portion of western Wyoming is very much like a second home to me and my family. We have covered a good deal of it on horseback. In 1975 we spent 11 days on a pack trip in the Wind River Mountains; for the past six years we have spent several weeks each summer at the Darwin Ranch on the Gros Ventre River, at the base of Red Bluff, during which we have made three short pack trips in the Gros Ventre Mountains and one 10-day pack trip in the Absarokas. During the 16 weeks we have spent at the Darwin we have come to know the trails and mountains of the Gros Ventre Wilderness as well as we know the roads of our home town. Our love of this area doesn't readily translate into economic terms, but it has led us to

Richard C. Lemon testimony - 2

bring six other friends and relatives with us, ranging from a teenage nephew who lives in New Mexico to a 52-year old Stepbrother from Maine. I don't suppose the total economic impact of our visits on Wyoming has been staggering but in these six years we have spent about \$40,000 between us all to go there; more importantly, we and those who have gone with us have come to feel an emotional stake in the area. That is because we feel that the lands of the United States belong, in the best sense, to all those who care about them, ^{wherever} ~~whether~~ they live or however much time they get to spend in the land in question.

I recognize that there are genuine conflicts about the proper use of wilderness land and the development of the natural resources on them. In a small way, I have had personal experience with land-use conflicts: I served for eight years as a Councilman on the Town Board in Bedford, I'm now the Chairman of our Town's Conservation Board, and I know that a blind, "close-the-door" approach to land-use is unrealistic, self-defeating and improper. I want to go on record here in opposition to timbering Red Bluff not because I am opposed to any timbering anywhere but because I feel strongly that timbering of this area would produce a relatively tiny yield at a very real and very great cost in beauty. Red Bluff has roughly 1300 acres of land and roughly 1000 acres of trees, which is very small in logging

Richard C. Lemen testimony - 3

terms; but it is visible throughout most of the great Gros Ventre Wilderness area, and highly visible once you leave the valley floor and ride or walk along the mountains. Timbering here would leave a swath that would be seen for miles and would be the only scar in an otherwise undisturbed wilderness.

The role of the Darwin Ranch in this area seems to me valuable, although it is a private ranch. It is the reason we have come to know the Gros Ventre, the Wind Rivers and the Absarokas. It is a very small operation with no pretension and it is an informal, relaxing, beautiful place to be. It is also very modest in cost as ranches go, and therefore affordable for a lot of people who might otherwise ~~have to~~ think three times (instead of just twice) about a ranch vacation. We feel a part of it, and in some literal ways are. I've helped dig out its septic tank, helped pour foundations for a new cabin, driven its truck to meet incoming visitors at the airstrip, chopped wood for its fireplace, made bats out of two small pine trees for softball, and even led some fellow guests on rides. I didn't do that to get my bill lowered (it wasn't) or because I love cleaning out septic tanks; I did it because I feel this ranch and the area belong in part to me and I want to help them both out. But if Red Bluff is timbered, there is a strong chance that the ranch will cease to exist. That is because the trees on Red Bluff, while not visible from the cabins themselves,

Richard C. Lemen testimony - 4

are highly visible as soon as you go off into any part of the Wilderness area, and going off into the wilderness is the essential reason for being there. Thousands of people - ranch guests as well as backpackers and pack trippers - come there looking for pure wilderness. If timbering is allowed on Red Bluff, they will not find it.

We love the Gros Ventre Mountains as they are. So far timbering in the area has been outside the Wilderness and the Gros Ventre range and has been generally thoughtful and justifiable. I believe that to denude this small, highly visible ridge for 100 years for 1000 acres of trees would be neither. I respectfully and earnestly urge that it be excluded from timbering because the value of the trees standing on Red Bluff, to thousands of us who love the Gros Ventre Mountains and I hope to our children, far outweighs the value of the felled trees as timber.

##

Testimony to be included in the
Official Hearing Record of August 18, 1982 for
The Wyoming Wilderness Act of 1982

My name is Loring Woodman. I own and operate the Darwin Ranch, a wilderness guest operation that I started in 1964, the same year that the lumber mill now owned by Louisiana-Pacific was opened in Dubois, Wyoming. At that time Dubois was more than 200 miles away by road and part of another world. Now, nearly 20 years later, a major logging road has been built across Union Pass, and Dubois has become a principal supply center for my guest and hunting operations. At 50 miles distance it is now no further away than Pinedale, where we used to go buy all our supplies.

As the new logging road inched its way across the mountains, opening a former wilderness to clear cutting as it went, I began to get alarmed for the future of the Darwin Ranch. I had, after all, looked for many years throughout northwest Wyoming for a truly isolated setting from which to offer guests a real wilderness experience. As Forest Service spokesman Fred Kingwill admits, "There are few ranches in the United States as remote, or which have access to wilderness right in their back yard, as the Darwin does". You would think that I would be pleased if the Wyoming Wilderness Act in its present form became law, for my north and west boundaries would become a part of the official boundaries of the Gros Ventre Wilderness Area. Since the mountainside to the east is essentially one enormous 4000 acre landslide that cannot be roaded and which has no marketable timber anyway, a more ideal situation for a wilderness ranch would be hard to imagine.

Except for one thing. I am about to lose the entire ball game because of an 8 million board foot clear cut that is scheduled to take place right next to the south boundary of the ranch as soon as the Gros Ventre Wilderness is established. Fortunately the Forest Service agreed to postpone this devastating sale, which was originally scheduled for 1979, until Congress has had a chance to make a decision as to whether Red Bluff Ridge should be spared the axe by being included in the Wilderness. This is my last chance to save a unique small Wyoming business that represents a 20 year investment of time, energy and money.

It is not so small a business, however, that the economics of the argument are not clearly in my favor. I outlined the economic details when I presented my testimony in Casper, Wyoming on April 30, 1982. The information is available in the official Record and has yet to be challenged publicly by either Louisiana-Pacific or the Forest Service. It can't be because I used their own figures. Even the \$4 million figure quoted by Forest Service spokesman Kingwill in a recent article in the Billings Gazette (June 27th, 1982) as the final market value of the 23 million board feet of timber on the entire ridge does not stack up. Divided by the 110 years that it would take all this timber to grow back to a size where it could be cut again its worth comes to slightly over \$36 thousand per year, which is less than half of the yearly income brought into Wyoming by the Darwin Ranch.

It is my contention that the long term economic effects of destroying the wilderness setting of the Darwin Ranch speak for themselves. By adding 1300 acres to the proposed wilderness you can save my business as well as a unique public resource. You will also be preserving intact all the visual aesthetics of a far larger area - the entire valley where the Gros Ventre River flows out of its wilderness, and where tourists in the future will flow in. The Gros Ventre River has not at present a single visible clear cut along its entire 50 mile length from its source to where it flows into Grand Teton National Park. The Red Bluff Ridge clear cut is the only scar that will mar this otherwise perfect record. It will be strange indeed, particularly if the Gros Ventre is finally classified a Wild River, if the only clearcut along its entire length is right at the entrance to the Wilderness. People really will wonder how such a thing could ever have been allowed to happen. You will gain far more in all respects - in acres, dollars, aesthetics, and intelligent planning - by including the 1300 acres of Red Bluff Ridge in the Wilderness than by making 900 acres of trees available to the timber industry. I think if you will take the time to look you will see that this makes sense. I urge you to do so.

Loring Woodman
Darwin Ranch
Box 511
Jackson, Wyoming 83001

April 27, 1982

Please enter this letter into the Wyoming Wilderness Act Senate Public Hearing record.

Dear Senator Wallop,

1982 MAY -3 PM 10:40

I have followed the question of development in the wilderness with great interest, and have considered the issue from many angles. I am a Wyoming outfitter and sportsman, I have worked as a logger and in various oil field positions, and I try to picture what the future holds in store for the generations to come.

I have decided that the best and wisest thing we can do to the remaining wild lands in Wyoming is to not only leave them alone but strictly protect them as well. With our nation's population growing by millions annually, sooner or later (probably sooner) the natural resources that this country has taken for granted will be exhausted. It is foolish to sacrifice our wild lands while looking for the panacea to support our high lifestyle. We are the envy of the majority of the people in the world for having such spectacular scenery and tourists always have and perhaps always will come to see, hear and smell our wild lands long after the last drilling rigs have shut down or the last load of logs have been cut into lumber. Our wilderness and potential wilderness are far more valuable left alone than developed.

I have studied the Alternative W proposal and favor this addition to our wilderness system more than any other proposal. I urge you to support and act upon adding these areas surrounding existing wilderness areas to the wilderness system in the Wyoming Wilderness Act.

Thank you,

Tory Taylor
Tory Taylor

Tory & Meredith Taylor
Diamond in the Rough Ranch
P. O. Box 363
Moosehide, WY 82433

June 14, 1982

Dear Senator Wall ¹⁹⁸² JUN 18 PM 12:03

I recently read of your interview released to the Wyoming media early this month concerning the Wyoming Wilderness Act of 1982. In the interview you admit that some concessions are being made to the original bill in the form of more additions to wilderness designations and "some small changes in the release language."

I'll be frank with you. It was apparent to me at the hearing in Casper that you had written your bill and your mind was made up. You were there merely for the formality rather than to hear what people wanted in a bill to be presented before Congress. I admit to being one of those who wondered if you were listening.

You, along with Senator Simpson and Rep. Cheney should have researched the Wilderness issue and held the hearings before ever touching a pen to paper concerning a bill. The bill falls far short of what this country needs for wilderness protection right now, which is not a state by state decision process but rather a national bill that would protect the Designated Wilderness, Proposed Wilderness and Wilderness Study Areas until Congress can make a decision on which should be added and what kind of release will be made on lands that won't be added. The Wyoming Wilderness Act is superficial and hardly touches the real issue of making a final law of protection for Wilderness before the Dec. 31, 1983 Wilderness Act of 1964 deadline is up.

The latest bill that I have read about being presented to Congress is the Lujan-Seiberling Act which would meet the necessary criteria I would support:

Withdraw permanently all areas designated by Congress as wilderness.

Withdraw forest land recommended for wilderness designation until Congress determines otherwise or forest plans are revised.

Withdraw all areas designated by Congress as wilderness study areas for the period of the study.

Authorize the President to recommend opening up withdrawn areas only if such withdrawal were approved by joint congressional resolution.

The only things that are disappointing about the bill is that I would also like to see BLM wilderness and wild lands given the same protection.

Needless to say, I would suggest you drop your bill as it stands right now and write one to be presented to the Senate that would provide the Wilderness protection throughout the country that the Lujan-Seiberling Act does.

I think you will discover in November that there are many more environmentally minded people in Wyoming than you are anticipating. The fact that the only testimonies which supported your bill were industry spokesmen should tell you something. It certainly told me something. I was disappointed to see how receptive you were to industry testimony and seemingly bored by wilderness protection testimony. I was glad I attended the hearings if only to learn about how the representatives represent us. Actions speak louder than words and I have been disappointed in your environmental voting record in the past six years. Industry is important in our economy but it should not be the only factor in land use decisions. The addition of Alternative W recommendations to existing wilderness is not going to jeopardize our nation's security or productivity significantly, but it would allow us to have these wildlands for future generations to use and enjoy.

Tony & Meredith Taylor
Diamond in the Rough Ranch
P. O. Box 363
Monticello, WY 83103

Sincerely,

Meredith Taylor

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United States Senate

COMMITTEE ON
 ENERGY AND NATURAL RESOURCES
 WASHINGTON, D.C. 20510

MICHAEL D. KATHAWAY, STAFF DIRECTOR
 CHARLES A. TOSBANOFF, CHIEF COUNSEL
 DANIEL A. DINEFUS, STAFF DIRECTOR FOR THE MINORITY

August 2, 1982

Mr. and Mrs. Tory Taylor
 Diamond in the Rough Ranch
 P.O. Box 363
 Meeteetse, Wyoming 82433

Dear Meredith and Tory:

Thank you for both of your letters. I'm sorry to be somewhat late in responding, but Congress has been very busy with a number of matters and your correspondence just came to my attention.

Meredith, I think you have a mistaken impression of me and my commitment to environmental values on several counts. You charge I wasn't listening to the testimony in Casper on the delegation's wilderness proposal. I was, and so was Congressman Cheney. We listened from 7 a.m. to 4 p.m., and then I flew over to Riverton and spent all of Saturday listening as well. I scheduled the Casper hearing specifically on a date when both Senator Simpson and Congressman Cheney could attend so that they, too, could hear the testimony, although Senator Simpson unfortunately found out at the last minute that he had to floor manage a bill in the Senate. And I scheduled the Riverton workshop on a weekend so working people could attend and and so that folks on the western side of the state who could not get to Casper would have the option of a more convenient location. If I was not interested in hearing what people had to say, I would not have held two separate, day-long hearings, and be planning a third in Washington, D.C.

You say the delegation should have researched the wilderness issue and held the hearings before ever writing a bill. Let me remind you that national forest roadless areas in Wyoming have been studied and restudied for possible wilderness designation for the last decade. Using the Big Horn National Forest as an example, the Forest Service began studying it in 1971 both as the result of RARE I and the Wilderness Act. For its RARE I review, the Forest Service sent information packets including question and answer pamphlets to everyone on the forest mailing list, and conducted public meetings in Sheridan, Buffalo, Worland, Greybull, and Lovell, in addition to a Casper meeting on all the roadless areas in the state. Over 1,000 people attended these six meetings. Simultaneously, during 1971-73, the Forest Service studied the Cloud Peak Primitive Area for possible

Mr. and Mrs. Tory Taylor
August 2, 1982
Page 2

wilderness classification as mandated by the 1964 Wilderness Act. The public involvement process was culminated by a formal hearing in Sheridan in November, 1973, to which some 1,300 oral and written comments were submitted.

Finally, I hope that you objectively review my entire environmental record before labeling it disappointing. I came to Congress six years ago committed to protecting Wyoming's quality of life and to a balanced program of environmental protection and economic growth. I have adhered to those goals, and am proud of my environmental record. While I don't want to blow my own horn, I am particularly proud of my six years of work to protect state control over our water, my efforts to keep the Congress from imposing a ceiling on Wyoming's mineral severance tax, and my legislation which was enacted in the 1981 Tax Act reforming federal inheritance tax laws so that ranchers and small businesses are not forced to sell off their estates to pay oppressive inheritance taxes.

Tory, I share your love for protecting Wyoming's outstanding wild areas. Wyoming is special, which is why our tourism and outfitting businesses thrive. I agree that we need more designated wilderness areas in Wyoming, and we need to protect our existing wilderness from oil and gas development. But there are many areas which do not require wilderness designation but still should be protected from overdevelopment, or managed primarily for scenic, recreational, and other non-consumptive uses. The Forest Service has the management tools to do this; others such as State Senator John Turner have proposed mid-level protective classifications such as roadless resource areas to do the same thing. The delegation is looking at this concept, which I like, as one protective management tool.

Again, I appreciate your strong feelings on the wilderness question and the fact that you took the time to write. Your letters will be included in the official hearing record as you requested.

Sincerely,

Malcolm Wallop
United States Senator

MW:pms

122 MAY 14 AM 9 3

Press Stephens
Box 534
Dubois, Wyoming 82513
May 7, 1982

The Hon. Sen. Malcolm Wallop, Chm.
Subcommittee on Public Lands and Reserved Water
U.S. Senate
Washington, D.C. 20510

Dear Senator Wallop,

I have met you twice, informally, at the house of John and Mary Kay Turner. We had a pleasant conversation, in fact, about public lands.

I worked for the Turners in the mountains, first as a packer, then as a guide, from 1969 through 1979. I then moved to Dubois, began a summer outfitting business of my own, and am presently looking forward to my third summer season in that business. (In the off season I taught several courses within the Humanities Division of Central Wyoming College, Riverton, 1976 through 1981.)

Since 1969 I have spent an average of 83 days and nights per year in the mountains of northwest Wyoming learning and pursuing my profession. I have guided and currently guide small parties into the Shoshone National Forest, the Washakie Wilderness, the South Absaroka Wilderness, the Dunoir Special Management Area, the Teton Wilderness, the Bridger Teton National Forest, the Gros Ventre Wilderness Study Area, Grand Teton National Park, Yellowstone National Park, and the Fitzpatrick Wilderness Area.

I believe in careful use of the wilderness (whether it's designated "wilderness" or not), do not operate a hunting camp at this time, and during the course of my summer schedule of twelve or thirteen trips spend no more than four nights in any one spot. I am already booked for this coming season, and if all materializes, will spend 85 days in the mountains, carefully moving from the East Fork drainage (of the Wind River) gradually west, all summer long, taking each trip to a different spot, until I come out at Flagg Ranch, South Entrance of Yellowstone Park.

I employ two people-- one to accompany me on my trips; the other to manage the ranch I lease near Dubois, and meet my trips, etc. My guests spend the night before each trip and the night after each trip at a motel near Dubois. They spend quite a bit of money in Dubois and in the surrounding area. This summer those guests will number 68.

Having spent the full day Friday April 30th in Casper listening to almost every testimonial, I feel ready now to present, for the

record, my personal point of view. I will do this in two stages: first, I will go over S. 2119 point by point making clear my objections and recommendations, and second, I will suggest a new classification for the "buffer zone" lands which the most reasonable of us see no need in "locking up" as wilderness, but which should be managed very carefully by USFS giving primary consideration to their existence as part of the larger ecosystem (animal, vegetable and mineral) of which the designated wilderness is only a part.

In the "Declaration of Findings and Purposes" you state that "review and evaluation of roadless and undeveloped lands... have identified those areas which..." on the one hand should become wilderness and on the other should be multiple use lands. That "review and evaluation" took a long time, involved thousands and thousands of us (representing all sides) and culminated in the USFS recommendations after RARE II. Governor Herschler endorsed those recommendations, and the Carter administration offered them to Congress. As I examined each point in S. 2119 after reading those introductory remarks, I found that very little of the Bill jibed with the results of that "review and evaluation."

First, moving to Title II, I should expect that the personal testimonies of dozens of objectors (not including the one unforgivable "carpenter from Laramie" who regretfully opened his perfectly unreasonable mouth) will be included in what you consider "review and evaluation." Many spoke from a good solid knowledge of the areas of their specific interests, largely on behalf of the ecosystems intact in those areas. Since RARE II recommended about the same as you do in the Cloud Peak area, I can only encourage you to recall and consider the testimonies offered on behalf of Ten Sleep Creek and Rock Creek. I accept the testimonies of Ed Schunk and Bob Wallick as being carefully studied and sensibly offered. The new wilderness designation must include lower, timbered terrain. Although Alternative W is a little extreme on this point, the people from Sheridan and Dayton who did testify did make valid points.

Moving on, however, I do believe the Alternative W recommendation for the Popo Agie should be followed. Fremont County is not only increasing in population by leaps and bounds, but its surrounding wilderness areas are attractive to a large percentage of central Wyoming. The full 113, 600 acres should satisfy the need there for the kind of recreation Lander does offer, and should continue to offer. The available oil, gas and timber land in the area far exceeds that acreage and any multiple use acreage that might be released from study status.

In the Bridger-Teton, the exclusion of Little Granite Creek in your additions to the National Wilderness Preservation System will be a great mistake. Gas was reached the other day in Granite Creek and

exploitation of the other potential wilderness areas will be speedy if they are "released." You must reconsider not only that area, but other areas which add up to the additional 26,440 acres recommended by both RARE II and Governor Herschler. Loring Woodman's testimony was clear and well formulated-- there is no question that releasing those lands would be awfully short-sighted. The Gros Ventre Wilderness study was long and carefully done. Why has the acreage recommended for wilderness by USFS dwindled in your bill from 254,940 to 228,550? Please reconsider this important concern.

Like the Gros Ventre, the DuNoir was studied and studied and studied again. The result left both sides unhappy, but at least there was a compromise; the result was the USFS recommendation of 28,600 acres. At what point was that compromise overruled (to the satisfaction of oil, gas and timber)? The 11,100 acres you recommend are cliffs of steep timber and rimrock. On February 23, 1982 Senator Simpson stated in front of the Senate that the DuNoir "...is the home of elk, big horn sheep, mountain lion, mule deer, moose, bear, and trumpeter swan." If the "home" of those animals is roaded and timbered (offering actually very few jobs to the community, compared to the jobs offered by dude ranchers, cattle ranchers, and outfitters) those animals will be left with no calving grounds, but rather with just half a home. Senator Simpson went on to say that roads could be closed. No they can't. As long as the current generation of spoiled four-wheel drivers and noisy snowmobilers insists on pushing against the boundaries of fragile, and largely extinct, ecosystems, those road closures will be pushed aside and probably, literally, pushed over. The seriousness of the consequences of roading do not justify any timbering there. The sensible alternative is to make the 28,600 acre unit part of the Washakie Wilderness-- that is the ecosystem with which it properly belongs. S. 2119 even states, ironically, on page 6 line 20 that "The determination of authorized use shall consider the needs of the resident and migrating elk herds and other wildlife." If those needs are genuinely considered, you will adopt at least the USFS recommendation after RARE II. The remaining 11,400 acres that have been studied along with the USFS recommended acreage (in essence, the rest of the Alternative W recommendation) will be dealt with at the end of this letter being referred to as "the rest of the lower DuNoir."

In addition to these recommendations for the change of Title II, S. 2119 I encourage you to accept all the USFS recommendations after RARE II. Clearly the larger percentage of testimonials at the Casper hearing endorsed the inclusion of "foothill" areas (lower level, often timbered areas) into the Wilderness Preservation System. The RARE II recommended additions to the North Absaroka, the Washakie, the Bridger, and the Teton Wildernesses are indeed, for a variety of reasons which many, many qualified people have made very clear, necessary for the continuance of those wilderness ecosystems.

Now, moving right along to Title III, I believe that at the Casper hearing the point was clearly made. The volume of objections certainly amounted to more than the "few whispered comments" you heard before. I also believe that you took those objections to heart. Page 9 lines 1 through 16 must be reworded before any release of study areas occurs. The Forest Service should be encouraged to look at the wilderness values of any sort of Forest lands before they decide to allow industries (including my profession) to use those lands. The year 2000, furthermore, does not jibe with USFS study cycles. Lands must be open to reevaluation before 1997.

Insofar as the Glacier Primitive Area is concerned, I recommend that you follow the advise of the Wyoming Game and Fish, since your intent (according to your "section-by-section analysis") is to "permit proper management of the world's largest big horn sheep herd." That goal falls clearly within the scope of Wyoming Game and Fish management. ✓

Title IV is one wonderful step beyond the Watt moratorium. I am in full agreement with this aspect of S. 2119, and applaud your defense of the real interests of the people of this state and the nation. I can testify for those interests having packed in thousands of people from almost every state in the Union to different spots on their public lands. (I only hope that the additional wilderness you decide to include into the National Wilderness Preservation System will not cause an uproar in the mineral industry and end in some concession.)

Title V, I believe, should stipulate that no motorized equipment, vehicles, or aircraft, nor any explosives be used (regardless of the time of year) for the purpose of assessing the minerals potential of National Wilderness Preservation System lands within the state. In short, levels one, two and three of USGS inventory steps are fine for any wilderness where we want to see no "lasting environmental impacts which appreciably alter the natural character or biological or ecological systems..." Levels four and five of such assessment practices could in no way, in any wilderness, be considered "an environmentally sound manner" of minerals potential assessment.

I do agree with the remainder of Title V, and the first two paragraphs of Title VI. But the third paragraph of Title VI, or SEC. 603, leads me to the second part of this letter.

At this point, my wife, Gretel Ehrlich, joins me in suggesting that you pursue the idea of a new kind of forest management category which you have indeed considered before ("backcountry designation," etc.) She is a writer who has published recently in Atlantic Monthly, The New

York Times, and Reader's Digest. Before our marriage she lived in Shell, Wyoming on the Stan Flitner cattle ranch. As I have, she has enjoyed the friendship of both cattle ranchers, miners, and other anti-wilderness advocates on the one hand, and the pro-wilderness roadless recreation seeking public on the other.

Let's look at Sec. 603 with a positive rather than a negative approach. You have in fact created here an idea which we feel might appeal to the widest segment of Wyoming society. We all recognize that there exists an extreme and unfortunate polarization between ranchers, miners, loggers on the one hand, and environmentalists on the other. Neither understands the other, and at this point seems to have little interest in trying to understand the other. The wider segment of Wyoming's population may not care to see all those Special Wilderness Study lands "locked up" as wilderness per se. Nor on the other hand do they care to see heavy industrial use within their traditional recreational and grazing areas. For example, the people of Lincoln County seem not to want the Salt River Range and the head of the Gray's River designated wilderness. But they fear the effects of oil and gas leasing and timbering within that important livestock grazing and favorite recreational area. Many Wyoming residents resent the term "wilderness." But they also resent large-scale corporate exploitation.

We therefore suggest a redesignation for many forest lands currently under study. As de facto "buffer zones" they would remain part of the wilderness ecosystem of which they are already a part, and might be called "Conservation Units." John Turner was certainly on the right track when he suggested releasing certain forest lands into Wyoming Roadless Resource Areas. The Conservation Units which we propose would be managed giving ecosystem a top priority, but with a flexible enough management policy to include any normal activity, commercial or not, which is not found to damage the existence of the whole ecosystem.

Consider the following spectrum of activities which might be feasible within a Conservation Unit:

1. management for maximum benefit of animal and vegetable ecosystem (of which the adjacent wilderness is only a part). Limited recreational use by the public, with no motorized equipment. Grazing of domestic livestock permitted.
2. management which may include recreational use and light commercial use with no motorized equipment. Commercial timbering using horse teams, prospecting using pans, and Fish and Big Game Outfitting using livestock.
3. roads for limited summer vehicular use for non-commercial public recreation (benefitting especially the elderly and the handicapped).

4. summer vehicular use for commercial users (no trucks larger than two and one half tons).
5. large scale timbering.
6. mineral exploration and operation.

Before any of these activities are recommended by the USFS for a specific Conservation Unit during a specific time, there must be a public comment period. The people must have a say as to how their Conservation Units are utilized.

The following areas currently under study might be "released" as Conservation Units and not as general multiple use lands:

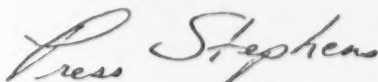
- a. that portion of the DuNoir which is under Special management, but which was not recommended for wilderness designation by the USFS after RARE II. (What I referred to earlier as "the rest of the DuNoir"). 11,400 acres.
- b. all of the Palisades (115,000 acres) and Grayback (155,000 acres) not included in the Wilderness Preservation System.
- c. all of the lands considered part of the Gros Ventre not recommended for wilderness heretofore. 137,060 acres.
- d. all of the Salt River Range (205,000 acres) and Commissary Ridge (60,000 acres) under current study as potential wilderness, but not included in the Wilderness Preservation System.
- e. all of the lands considered part of the Popo Agie but not included in the Wilderness Preservation System. 31,780 acres.
- f. all of the lands on the north side of the Washakie Wilderness currently under study but not included in RARE II USFS wilderness recommendations. 180,000 acres.
- g. all of the lands adjacent to the North Absoroda Wilderness currently under study but not included in RARE II USFS wilderness recommendations. 94,000 acres.
- h. that part of the North Platte River Canyon under study but not included in the Wilderness Preservation System. 19,040 acres.
- i. all of Huston Park. 50,000 acres. all of Encampment River Canyon. 13,840 acres.
- j. that part of the Cloud Peak area currently under study, but not included in the Wilderness Preservation System. 82,000 acres.
- k. Tongue River Canyon. 15,000 acres.

APPROXIMATE TOTAL CONSERVATION UNIT LANDS: 1,170,000 ac

In summary, then, Senator Wallop, I believe the public input in Casper was very significant. RARE II recommendations should not be ignored, and lands to be released should be done so much more carefully than the language in your bill implies. I highly recommend the implementation of a designation such as the Conservation Unit Gretel and I have here suggested. Certain areas are "buffer zones" right now-- they are wilderness de facto and are as integral to their ecosystems as the designated wilderness which S. 2119 seeks to protect. Let's not necessarily "lock them up" in the Wilderness Preservation System, but lets manage them very carefully.

Thank you for your attention. We are all concerned about the use of public land.

Sincerely,

A handwritten signature in cursive script that reads "Press Stephens".

Press Stephens

A handwritten signature in cursive script that reads "Gretel Ehrlich".

Gretel Ehrlich

[illegible]

United States Senate

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
WASHINGTON, D.C. 20510

MICHAEL D. HATHAWAY, STAFF DIRECTOR
CHARLES A. TWABANT, CHIEF COUNSEL
DANIEL A. DREYFUS, STAFF DIRECTOR FOR THE MINORITY

August 2, 1982

Press Stephens and
Gretel Ehrlich
Box 534
Dubois, Wyoming 82513

Dear Press and Gretel:

Seldom do I have the pleasure of reading as thoughtful, articulate and detailed a letter as you recently sent to me. I only am sorry that this response is so late; sometimes my mail gets backed up, as it did in this case. Please accept my apology and compliments for a most impressive letter, which I have submitted for the official hearing record for the Casper wilderness hearing as you requested.

At this point the delegation is still in the process of reviewing all of the comments which we have received on our legislative proposal, and we are trying to decide the best strategy for moving our bill. As both Congressman Cheney and I tried to make clear in Casper and in Riverton, we are not set in concrete regarding any provision of our bill and we are considering a number of changes as a result of public input. It is still our hope that we can see a Wyoming wilderness bill enacted during this session of Congress, but there are many different wilderness proposals pending and I would not want to have to predict which, if any, will be enacted during the 97th Congress.

I would like to react to a few of your specific comments. You suggest that the delegation add the Little Granite Creek area to the national wilderness system. The delegation is certainly aware of the interest in this area and the concern that Getty Oil's plans to drill an exploratory well will destroy its pristine beauty. I agree that the area is lovely and should not be destroyed. We did look at the idea of including the area in our Gros Ventre wilderness proposal, but, frankly, that would not solve the problem. Getty and the other companies holding the leases in Little Granite have valid existing rights, and would continue to have even if the area were designated wilderness. The Wyoming Wilderness Act and every other wilderness proposal, including Representative Burton's bill, which has been praised by environmentalists, specifically recognize valid existing rights. Putting Little Granite in wilderness would not solve the problem.

Press Stephens and
Gretel Ehrlich
August 2, 1982
Page 2

You talked about the problems which the Forest Service encounters in trying to close roads. I know this is a problem, and during the Riverton workshop, I mentioned the idea of adding a provision to our wilderness bill which would put some teeth in road closures by substantially increasing the fine for trespass. This is something the delegation is looking into, but I agree with you that it is a problem that we need to address.

I appreciate your interest in the idea of "backcountry" or roadless resource areas as a type of mid-level protective category for areas which do not require full wilderness protection but where scenic, wildlife, recreation and other nonconsumptive uses clearly deserve priority management. I have always been interested in this kind of an idea, and was very pleased to hear John Turner endorse it. The delegation is taking a very close look at it, although neither the Forest Service nor the leaders of the major environmental groups seem very excited about it. But I think you are right that there are lands which we shouldn't "lock up" as wilderness, but we should manage very carefully.

I hope this information is helpful. Again, I appreciate your interest in attending our field hearings, and in taking the time to write such an articulate letter.

Sincerely,

Malcolm Wallop
United States Senator

MW:pms

Testamony on Wyoming Wilderness Bill of 1982

The Medicine Bow Wilderness Committee protests the exclusion of the recommended areas in the Medicine Bow National Forest for Wilderness protection. The areas recommended by the Forest Service and numerous environmental, sportsman and citizen groups are:

50,000 acres of lovely open mountain park and wildlife habitat that straddles the Sierra Madre Range in Houston Park west of the Snowy Range.

13,840 acres of the Encampment river canyon where big-horn sheep and mountain lions inhabit steep canyon walls.

36,480 acres of the North Platte River Canyon where the river crashes into the Medicine Bow National Forest and runs wild and free through Northgate Canyon. This is outstanding habitat for big-horn sheep and elk and a nationally famous trout fishery and bird refuge.

16,250 acres of exquisite alpine area of the Snowy Range that include numerous fishing lakes excellent climbing opportunities and a rare population of ptarmigan.

28,880 acres of Laramie Peak, the highest point east of the Rockies where a 600 year old stand of virgin pine covers the lower slopes and 13,240 acres in neighboring Crow Creek and historic area featured in Francis Parkman's classic "The Oregon Trail."

Although the areas are small in comparison to the 1,093,241 acres of the entire forest, their existence and protection is vital to the welfare of the whole. It is the last we have left to save.

Houston Park, the Encampment River and Platte River areas are particularly in need of wilderness protection as they are threatened by the expansion of the Little Snake River Management Plan which could include taking water from the MX Missile complex should F.

E. Warren be chosen for deployment. Also threatened by the MX missile should it be deployed at Warren is the Laramie Peak area.

Medicine Bow Wilderness Committee
Bob and Margaret Laybourn
891 East Powell Road, Cheyenne, Wyo. 82001

Please include this testimony in the hearing that was held in Washington on Aug. 18, 1982 on the Wyoming Wilderness Act of 1982.

The Medicine Bow Wilderness Committee asks that six small areas in the Medicine Bow National Forest of Wyoming be included in the Wyoming Wilderness Act. These areas were studied and recommended for wilderness protection by the U.S. Forest Service and numerous environmental, sportsmen and citizens groups during the Rare II process, but were excluded in the bill written in Washington by the Wyoming Congressional delegation.

Southeastern Wyoming does not have the magnitude of mountains that some other parts of Wyoming have, but our small areas are vital to the welfare of the Medicine Bow Forest, and to the people in this part of the state. No hearings were held in southeastern Wyoming on this important bill. In fact, many citizens of this part of Wyoming were not aware that our wilderness heritage was being decided until the one hearing that was held in Casper was over. We certainly question the methods and timing of this act. Because of the magnitude and finality of the decision which will affect Wyoming wilderness forever we believe that more time should be given to discussion in the state.

We ask that our children and grandchildren and generations yet unborn be granted their rightful outdoor inheritance through inclusion of the following areas in the Wilderness Act.

50,000 acres of lovely open mountainpark and wildlife habitat that straddles the Sierra Madre Range in Houston Park west of the Snowy Range.

13,840 acres of the Encampment river canyon where big-horn and mountain lions inhabit steep canyon walls.

A total of 36,480 acres of the North Platte River Canyon where the river crashes into the Medicine Bow National Forest and runs wild

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big-horn sheep, and elk and a nationally famous trout fishery and bird refuge. THESE TWO AREAS PROBABLY NEED PROTECTION MORE THAN ANY OTHERS BECAUSE THEY COULD BE DESTROYED BY IMPLEMENTATION OF THE SNAKE RIVER MANACEMENT PLAN WHICH COULD BE ACCELERATED IF THE MX MISSILE IS DE-PLOYED AT F.E. WARREN AIR BASE AND HUGE AMOUNTS OF WATER ARE NEEDED FOR ITS CONSTRUCTION. IT IS IMPERATIVE THAT THESE TWO MAGNIFICENT FREE FLOWING RIVERS ARE PROTECTED BY THE WYOMING WILDERNESS BILL.

A total of 16,250 acres of the exquisite alpine area of the Snowy Range that include numerous fishing lakes, excellent climbing opportunities and a rare population of ptarmigan.

A total of 28,880 acres of Laramie Peak, the highest point east of the Rockies where 600 year-old stand of virgin pine covers the lower slopes and 13,240 acres in neighboring Crow Creek, an historic area featured in Francis Parkman's classic "The Oregon Trail."

Although the areas are small in comparison to the 1,093,741 acres contained in the entire Medicine Bow Forest, their existence is vital to the welfare of the whole. It is the last we have to save.

The Wyoming Wilderness Act of 1982 is the axe that will cut down finally and forever the protection that these areas need for the survival of the Wyoming way of life as we know it. Wyoming IS what America was, let's keep it that way.

Medicine Bow Wilderness Committee
Peter Laybourn, spokesman
515 East 25th St.
Cheyenne, Wyoming 82001

*The Medicine Bow Wilderness
Committee is composed
of 50 interested citizens, re-
presentatives of outdoor, environ-
mental and sportsman organ-
izations in Southeastern Wyo.*

5 May 1982

Dear Mr. Bevinetto,

Re: Wyoming Wilderness Act of 1982

For the Hearing Record - I feel that the 3.6 million acres in question should be left in tact. However, I emphasize in particular the National Forests and especially Bridger-Teton N. F. Not one blade of grass, nor one pine needle, nor one flower, nor one leaf should be touched. Nor should any species of Wildlife be disturbed. Crego exploration, development should not be allowed period. We should develop proper relations with oil-producing countries, etc. We do not have to practice an isolation policy. If we exported more goods to those countries, we could decrease our unemployment problem in this country.

These lands in question are "public" and should remain that way and not become "private" just to benefit a few especially the Bridger-Teton Natl. For.

Timber should be cut in the European style more economical and in the long run more profitable, a little bit at a time.

Waterways should not be altered as the balance of Nature will be upset in more ways than one.

Therefore, all leases should be withdrawn, cancelled etc especially in the B.T. N.F.

And no more missiles etc should be installed in Wyoming. Let us utilize solar power thereby reducing our dependence on oil, gas, coal, sulfur, etc.

Thank you,

Kristyne Rupert



Kristyne Rupert
P. O. Box 2924
Jackson, Wyoming 83001

JOHN BORSTELMANN
RANCHO DELUXE ALTA, WYOMING
P.O. BOX 359 DRIGGS, IDAHO 84322

Friday, April 9th, '82

Dear Senator Wallop,

I wish to reiterate my distress that your Wyoming Wilderness Bill (S. 2118) excludes the West Slope of the Tetons from designation as wilderness. As a ^{Wyoming} resident, property owner and frequent backcountry traveller on the West Slope, I know this area to be wilderness and an integral part of the Teton and Greater Yellowstone ecosystems.

As you surely know, the Forest Service recommended that 124,100 acres on the West Slope - the so-called "Rendezvous Management Area" - be designated wilderness. Regarding forest resources, the Targhee Proposed Management Plan states: "With the exception of Jackpine Creek, the area does not contain significant commercial timber. Jackpine Creek has already been logged and continues to be. Although there is some potential for mineral development, the West Slope lies north of the Overthrust Belt. The predominant use of this area is by wildlife and backcountry travellers. It is wilderness! why should it not be so designated?"

I commend the provision of S. 2118 that withdraws designated wilderness from oil and gas and mineral leasing. I hope you will see fit to expand your areas of designated wilderness, at least to include the West Slope of the Tetons.

P.S. Enclosed is something to stimulate historical perspective on this issue.

Sincerely,
John Borstelmann

25 April 1982

Senator Malcolm Wallop
Russell Senate Office Building
Washington, D.C. 20510

Dear Malcolm,

I am writing to you in regard to the proposed Gros Ventre Wilderness area. I have lived in Wyoming since 1960 when Roy retired from the United States Air Force. At that time we bought a small ranch just west of Lander and settled in there happily ever after!

I am well acquainted with the Darwin Ranch and its owner, Loring Woodman. I have visited the Ranch every summer since 1967 and indulged in my favorite out door sport as a "Sunday Painter".

To reach the Darwin Ranch, we usually drive to Babois and then on to the Union Pass Road and into the Ranch. This is a beautiful drive, but parts of it have already been marred by selected clear cutting areas where all of the timber has been taken. I would hate to see this happen to the Red Bluff area which is one of the spectacular views now seen from the Darwin Ranch Lodge and cabins.

I have made many wonderful friends while visiting the Ranch. They have been from all parts of the United States and several from foreign countries. They all agree with me that the Darwin Ranch is unique in its remoteness and natural beauty.

You realize that there is nothing more vocal or opinionated than a convert - I am a Wyoming convert and I hope you will not let a lovely part of MY state be desecrated.

With all my best wishes,


Mary Jane Feuts
Box 200 Squaw Creek Route
Lander, Wyoming 82520



ANCHOR RANCH

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ALTITUDE 6,000 FT.

April 27, 1982

Senator Malcolm Wallop
Casper, Wyoming

Dear Senator Wallop:

As a 30 year resident of Wyoming and fellow dude rancher, I want to strongly support Loring Woodman of the Darwin Ranch in his endeavor to include Red Bluff Ridge in your boundary.

You must realize that dude ranches are getting scarcer and are an important part of our Wyoming economy and guests do not like to travel for miles to see clear cutting on their vacation.

Sincerely,


Mrs. Frederick Hiller

Box 255
 Helen, Wyoming
 April 26, 1982

Dear Senator Hall -

The support

"Alternative W" as proposed by
 the Wilderness Society, of
 which we are members.

of important interest to
 us locally in the Teton
 Corridor, the Gros Ventre
 392,000 acres & the Bridger
 Wilderness Additions.

We hope you will
 not let us down.

Clarence &

Ardee Stearns

**HUNGRY JACK'S
GENERAL STORE, INC.**

WILSON, WYOMING 83014
PHONE: 733-3561

CLARENCE & DOROTHY STEARNS

BETH HERZOG, MANAGER

April 26, 1982

Dear Senator Halbojs -

*We have long
done business with
Loring Hoodman at the
Darius Ranch, & are very
interested in his effort
to maintain wilderness
values in that area.*

Sincerely RED BLUFF

Clarence &

Dorothy Stearns

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